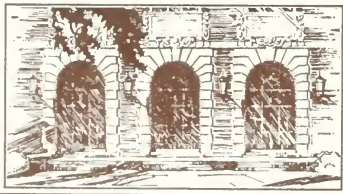


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**GUIDE TO THE LITERATURE OF CITIES: Abstracts and Bibliography,
Part X: City Planning – Theory and Practice**

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GUIDE TO THE LITERATURE OF CITIES:
 ABSTRACTS AND BIBLIOGRAPHY,
 PART X:
 CITY PLANNING--THEORY AND PRACTICE

by

Morris Zeitlin

INTRODUCTION

Ever since its European origins in the 19-th century, the city planning movement has born two opposing ideologies: social idealism and opportunism. The first has its roots in the reaction to the brutal exploitation of the working class in the cities of early capitalism and in the consequent health and political hazards to the upper classes and their social order. It has been constantly renewed by social injustice in the cities to this day. The second grew out of the middle-class origin of planners and their role as dependent servants of the established social institutions. City planning literature reflects this dual ideology. Works treating dire urban social problems equivocate, qualify and modulate by giving weight to compelling practicalities and constraints. And works dealing with the practical or physical aspects of urban planning are forced to recognize their underlying causes in the exploitation of urban populations.

The resultant force of this dual pool kept the city planning movement reformist, that is, a moderator on the urban scene working to keep exploitation of human and natural resources from reaching catastrophic proportions, yet never looking for basic solutions for fear of questioning the established social order and jeopardizing its own privileges and opportunities.

The general difficulty to develop sound theory was compounded by the growth nature of the planning profession itself. Planning has attracted many various specialists as increased funding by federal, state and local governments raised job opportunities in its field. They have come from architecture, engineering, economics, sociology, political science, mathematics, geography, history, social work, and even philosophy and psychology -- each bringing with them both the wealth of their specialized knowledge and interests as well as their limitations and biases.

There are two basic schools of thought in city planning literature: the anti-city and the pro-city schools. To be sure, neither school has been fully consistant. Given the pragmatist nature of city planning and planners, doubts contradictions, and defections from one school to another are common, often in the same work.

Fed by traditional moralistic anti-city attitudes, the anti-city school has advocated decentralization and ultimate dismemberment of big cities. Examples of this are the advocacy, in varied forms, of regionalism, the neighborhood unit, the superblock, and new towns. The pro-city school has, generally, considered the big city as an objective historic reality and a viable entity to be studied, understood and worked with on its own terms.

Despite its generally pessimistic and critical view of the city, the anti-city school's visionary, utopian-humanist long-range outlook contributed significantly to city planning thought, chiefly in the physical planning of cities, towns and suburbs. Preceding, historically, the pro-city school, it had fought for the very recognition of planning for public welfare at a time when such ideas were considered anathema and a threat to capitalist society.

Closer to reality and opportunity-bound, the pro-city school has by far more adherents and is the dominant school in city planning today. It is by no means united, however. It harbors many, often hostile, subdivisions and attitudes. Some, in fact, identify with the suburbs rather than the city. Nevertheless, its general dedication to tackling the problems of metropolitan areas earns this designation.

The planning literature oriented toward the modern metropolis has pondered over such questions as: What is the process of urbanization? How do cities function? What are the trends in city development? What are the causes of city decline? What is the optimum size for a city? How to develop planning theory? How to popularize city planning? Often it has called for inspiration on city planning experience in foreign lands, mainly of England and the Scandinavian countries. The scope of such literature is broad and varied and reflects the many specialized disciplines who contributed thinkers to the field.

In the early stages of city planning, dominated by architects and engineers, its literature asked these questions chiefly to illumine attempts at physical solutions to urban problems. As the profession fell under the leadership of social scientists, the emphasis shifted to inquiry into the complex social problems of cities and to interest in social, economic and political planning. The technological advances in computer technology inevitably prompted attempts to cope with this complexity with the aid of computer-based analytical techniques as well as questioning the usefulness of these techniques. Inevitably, too, as the social rebellion of the student, peace, civil-rights, and ecology movements in the cities provided both the soil and the shelter for radical questioning, some planning literature has dared to expose the root causes of urban problems -- the contradictions and malfunctions of an archaic social order.

With such daring, backed by the new social movements, came new opportunities to expand the horizons of planning. Advocacy planning, begun as a voluntary advisory service to repressed urban minorities, has served as a lever to promote greater funding for government social appeasement programs and planning. The reactionary whiplash was not far behind, cracked over planning circles by no less a personage than the scholarly presidential adviser on urban affairs.

But despite the growth of the planning profession in numbers and skills, as witnessed by its prodigious literature, it has had little impact on the welfare of cities. For planners are relegated in our society to the role of mere data gatherers, advisors, and technicians. The economic and political powers to act rest with the multitude of entrepreneurs, chiefly the giant corporations and real estate developers, who are motivated, primarily, by their compelling need to maximize profit. With the overt and covert aid of government, they decide on what will be done in cities, how, where, when, by whom and for whom. The best laid schemes of planners, therefore, can and have been subverted to serve the interests of the economically and politically powerful who do not lack willing advocates even among the planners themselves.

Thus, after a century of city planning, on the midst of rapid scientific and technological progress, the literature of the most highly industrialized and wealthiest nation in the world is filled with lament over the continually deteriorating state of its cities. Its foremost writers have long recognized the entire gamut of urban problems -- physical, social, administrative, fiscal -- to be basically political. Except for the narrow sense of this term -- "playing politics" by manipulating politicians and government bureaucracy -- the full implications of this conclusion have never been spelled out.

CITY PLANNING: THEORY AND PRACTICE
ABSTRACTS OF SELECTED WORKS

Reiner, Thomas A. The Place of the Ideal Community in Urban Planning. Philadelphia: University of Pennsylvania Press, 1963. 194 pp. Maps. Plans. Diagrams. Bibliography.

Of the several hundred published ideal-community schemes (neighborhood, town, city, and metropolis), Reiner subjects twenty representative examples to critical analysis. He describes and compares them, comments on their agreements and disagreements, reveals their weaknesses, and shows their worth to urban planning.

The proponents of ideal-community schemes always reflect the biases, values and limited knowledge of their authors and of the societies from which they sprang. Nevertheless, ideal models are valid, practical, and significant tools in urban planning because:

1. They lead "to public understanding, acceptance, enthusiasm and action...to modify and improve the environment on more than a piecemeal basis." They "serve as symbols...(bringing) to the public's attention an awareness of alternative living patterns with their broad benefits and possibilities of manipulating the environment to accomplish these."
2. They "have also served to anticipate and illuminate problems to be faced by twentieth-century cities and have been instrumental in developing and popularizing particular solutions, standards, and techniques to be applied to such problems. As such problems have been resolved, the science of planning has expanded."
3. They have "a heuristic function. In the schemes' relatively rarefied conditions, problems and propositions are presented in simplified form and in such a manner as may suggest lines of research."

Reiner urges research into questions raised by the assumptions of many utopian thinkers.

The work includes an extensive annotated bibliography of, and about, utopian community literature.

Kanterowitch, Ray. "Architectural Utopias: the City Planning Theories of Frank Lloyd Wright and Le Corbusier." Task, No. 2, 1941, pp. 30-35.

A Marxist analysis of the development and work of the two masters and the influence upon them of the social-political-cultural history of their time.

The author briefly reviews the causes and history of the utopian community schemes which appeared in the eighteenth and nineteenth centuries, and explains the belated appearance of utopianism among architects in the twentieth century. He indicates the nature of the similarities and antagonisms between the two masters and the reasons for their reactionary political orientation. Despite the latter, concludes the author, future society will remember them for their contributions: their valid criticism of the existing order; Le Corbusier's demonstrations of the aesthetic potentialities in the new building techniques; and Wright's decentralization theories containing the germ of a future unity of town and country.

Gallion, Arthur B. in collaboration with Simon Eisner. The Urban Pattern. New York: D. Van Nostrand Company, Inc., 1963. 435 pp. Illustrations. Maps. Bibliography.

A basic textbook. The work leads the student through a short history of cities in ancient Egypt, Greece, Rome, medieval Europe, the periods of the Renaissance and the industrial revolution, to the present European and American cities. It introduces him to the contemporary planning process -- its legal foundations, standards, and methods -- and presents the prospects for city planning theory and practice in the United States. The book is well composed, richly illustrated, and contains an extensive bibliography.

Hegemann, Werner. City Planning -- Housing. Vol. I, Historical and Sociological, 1936. pp. 1-257. Vol. II, Political and Civic Art (edited by Ruth Handa Anshen), 1937. pp. 259-431. Illustrated with sketches. Biographical note. Vol. III, A Graphic Review of Civic Art 1922-1927 (edited by William W. Foster and Robert C. Weinberg), 1938. 162 pp. Illustrated. Photos. Drawings. Plans. Maps. New York: Architectural Book Publishing Co.

A three-volume sequel to the author's The American Vitruvius: An Architect's Handbook of Civic Art.

Volume I.

In this volume, dedicated chiefly to the support of the New Deal and its slum clearance program, Hegemann liberally quotes various sources to support his views. Some of these views in brief:

1. Only data on how much floor area, garden space, privacy, free movement, and recreational space the average citizen enjoys could show the degree of human welfare a given political setup permits.
2. President Roosevelt's warning of the danger of extreme wealth in few hands and of the need for political and economic reform to permit a rationally planned economy is in the spirit of the founding fathers and the constitution.
3. National planning and the primacy of public welfare over private property rights and minority interests are well established in American history. Washington advised building a planned national capital in the center of a planned national communication system. Hamilton urged national action in public works, industry and agriculture that would compensate infringed property rights only if practicable. Jefferson proposed a comprehensive plan for national public works. National planning was a basic concept in framing the constitution. Lincoln advocated revolutionary democracy to extinguish property rights over slaves. And Congress, in freeing the slaves, legalized the most gigantic confiscation of private property in history.
4. Lincoln's reasoning on the abolition of slavery holds for the abolition of slums. A political system which permits one-third of its people to live in slums and preserves the exploitative rights of slum owners, is in grave danger. Slums kill. As long as this murder is sanctioned by codes and courts, it must be resisted. The slums lost most of their real value and should have been amortized long ago. Their owners, like the slave owners before them, should be indemnified one-fifth of their inflated value. In Hamilton's words, a higher compensation would be "unpracticable."
5. Concentration of wealth, Marx and Engels predicted, will ultimately destroy the capitalist mode of production. If American labor is allowed to prosper, then the economic basis for renewed cities and decent housing will be assured. But if not, then "the Marxists are justified when they claim that under 'capitalism' the workers do not receive enough value for their labor and that the 'capitalists' fatten by exploiting the vitality of the laborers and their families by forcing large numbers of them to live in blighted districts."

6. Reforms may be achieved by either peaceful or violent means whose "why's" and "where's" were fully reasoned by Jefferson, Lincoln, Marx and Lenin. Although the courts have interpreted the U.S. Constitution to favor a privileged plutocracy, democratic political institutions can, nevertheless, effect a united public will. A vigorous interpretation of the Constitution in the spirit of Lincoln may yet solve America's great social problems "without first having civil catastrophe...but hardly without thoroughgoing new measures...which only economic planning and city planning can make possible..."
7. Traditionally, Americans have favored owning a private home over living in large apartment buildings. "Modern city, state and regional planning should...provide a...homestead for every city dweller who wishes (it)" with minimum subsidy. This can be achieved "by strategically locating the new homestead districts (near future) centers of wisely distributed industry."
8. The urban problem is an international one. The survival of civilization depends on its economic and social solution. City decentralization is the only possible salvation of mankind. Therefore, city planning and housing must receive the most intensive efforts of nations.

Volume II.

In the essays of this volume, Hegemann compares the life and outlook in the cities of Paris and Berlin; discusses some aspects of the history of Paris; analyzes political economy in German and American housing; describes slum-housing conditions; discusses the origin and growth of American civic art and the designs of Washington, Williamsburgh, Chicago's Century of Progress exhibition, and the new town of Greendale.

Hegemann sees these as immediate tasks for city planning and housing:

1. Integration of all new housing with state and national plans for efficient relocation of industry.
2. Close relation of all new construction to the existing and proposed lines of transportation.
3. Assuring all new housing with good natural light and ventilation.
4. Ample provision of recreational areas for all new housing to be built on cheap land away from congested areas.

Volume III.

This volume comprises a collection of annotated photos, drawings, maps and plans illustrating design, technical, and esthetic solutions to the city planning and housing problems discussed in the preceeding two volumes.

Geddes, Patrick. Cities in Evolution: An Introduction to the Town Planning Movement and to the Study of Civics. London: William and Morgate, 1915. 409 pp. Illustrated. (Revised edition, Edinburgh Outlook Tower Association and the Association for Planning and Regional Construction, London: William and Morgate, 1949. American edition, New York: Oxford University Press, 1950).

Biologist-sociologist Geddes, father of the Regionalist Movement, looks at the contemporary (rather than historical) evolution of cities and sees an organic relatedness between city, country and industrial areas within regions.

Geddes assumes that "peace and prosperity...survival and evolution...depend above all upon...(the) degree of civic efficiency and...a higher phase of industrial civilization." Proceeding from this assumption, he critically examines the industrial age which he perceives in two development phases: the old "paleotechnic" and a nascent "neotechnic." He points to the housing of 19-th century England as an example of the backward social values of the "paleotechnic" phase and sees in England's garden cities and suburbs the social promise of the "neotechnic" era. The latter - Geddes' social utopia -- will conserve and enrich life and its environment; ennoble men; turn competition into co-operation or, at least, mitigate "the discord of parties and occupations"; advance technology and uplift esthetics. To aid the birth of this nascent utopia, Geddes calls on scholars in the specialized sciences (social and physical) to shed their mutually antagonistic attitudes and unite in a "science of civics" to study and solve the social and physical problems of regions created by technological progress and the "conurbation" of cities. The "science of civics" should observe cities at home and abroad, accumulate papers and graphic records in special library collections and permanent exhibits for comparison, reference, illustration, and wide dissemination among the people.

Geddes advocates thorough preliminary surveys of the physical, social and spiritual facts of regions and cities prior to planning. Inimical to planning for the future, he warns planners, are the heavy hand of tradition and the tendency to imitate the familiar. He proposes directing city growth "star-wise along main thoroughfares, leaving rustic areas between.

These kept from growing together by here placing schools, playgrounds...gardens, (etc.)." In the "neotechnic" age, "regional surveys...rural development, town planning, city design," prophesies Geddes, "are destined to become master thoughts and practical ambitions...not less fully than have been business, politics, and war to the past (and present generations)."

Aronovici, Carol. Community Building: Science, Technique, Art. Garden City, New York: Doubleday & Company, Inc., 1956. 354 pp. An annotated bibliography.

This comprehensive handbook on American city planning theory and practice examines the potentials of the community as a factor in American civilization. The author's philosophical-humanist comments emphasize the role and tasks of planning and planners in improving the material and spiritual welfare of the people in democratic communities. The difficulty in planning, says Aronovici, is to elucidate and relate planning problems "to the kind of social order we strive to create." Planning ideas "must be made vital and active in the consciousness of the citizenry so that they may become part of the dynamic forces which...shape our way of life."

The author discusses: people, communities and the city plan; planning and the synthesis of human knowledge and experience; land and its uses; regionalism and the techniques of space planning; conservation of human and natural resources; atomic energy and the future of cities; zoning: theory and practice; streets, blocks, traffic, shopping centers, roads, and property rights; the neighborhood and its planning; education and planning; law and the city plan; finance: vision and reality; planning research and investigation; the planner as technician and humanist; civic art.

Saerinen, Eliel. The City: Its Growth, Its Decay, Its Future. New York: Reinhold Publishing Corp., 1943. 380 pp. Illustrated. (Cambridge, Mass.: Massachusetts Institute of Technology, 1965 -- paperback reprint).

Saerinen's analysis takes an organismic approach. He likens the function of the city to that of the human body, and its development to the growth of organic forms. He discusses town building in the Middle Ages and the decline of cities since the industrial revolution, and presents his vision of the future city. Town building flourished during the Middle Ages, he believes, when "organic architecture" was dominant. Conversely, it withered when this dominance declined or ceased.

Following his anatomic analogy, Saarinen diagnoses city ills in pathological terms and prescribes surgical treatment. He proposes decentralization of big cities: "the compact urban body must be transformed...into groups of individual communities separated from one another by a protective belt system of green land." Half measures are useless; "a major operation is urgent...to transfer activities from decayed areas to those locations which are functionally suitable for these activities." His prognosis: unless this is done, the cities are doomed and society will disintegrate.

Saarinen advocates obligatory community planning, broadened governmental powers to acquire land through condemnation and to control building design. He decries public apathy to the decay of cities and challenges architect-planners to overcome it by civic-minded deeds.

Gutkind, Erwin Anton. The Twilight of Cities. New York: The Free Press of Glencoe, 1962. 201 pp. Illustrated.

Gutkind expands the ideas contained in his earlier Revolution of Environment (1946) and The Expanding Environment (1953). The old central cities, he argues, are disintegrating under the impact of technological progress and an expanding, mobile population. Having lost their meaning as social communities, they have become a "confused mass of unrelated details." Technological progress has created a semitechnical mass civilization throughout the world and has rendered the social and economic structure of big cities, obsolete. Formed in the premachine age, the compact and limited mold of old cities inhibits the potentials that science and technology hold in store for the masses. In the "depersonalized" and "despiritualized" cities, greater leisure spells boredom, and the alienated people are subjected to "psychological mass manipulation." "This," Gutkind thinks, "is an international problem...(in) all technological societies, independent of political, social, and economic systems...." Improvement can come only "when and if our physical and cultural environment becomes more diversified, more exciting, offering more outlets for individual creativity."

Convinced that "the twilight of cities is a fact," Gutkind rejects city renewal. Only drastic measures, he thinks, can lead mankind out of the dilemma of expanding scale and contracting space. He proposes a "centerless region as the next phase in the evolution of environmental structure," and advocates decentralization and dispersal. In such regions "organically integrated communities," varied in size but similar in make-up, will enjoy life and work "on an equal level." They could be achieved through evacuation of people and economic and cultural establishments from central cities to new

settlements in undeveloped areas, in accord with national and regional plans. The evacuated cities would then be converted into parks integrated within a regional park system.

"It is an illusion," says Gutkind, "...to think of our cities as something that cannot be changed fundamentally...regions and countries and the world are the realistic units of man's living space." "The only 'center' that has any real and creative significance is man... it is around this center that the new concept of space and scale should revolve."

Howard, Ebenezer. Garden Cities of To-Morrow, edited by F.J. Osborne. Introduction by Lewis Mumford. London: Faber and Faber, Ltd., 1951. 168 pp. Illustrated. (First edition: To-Morrow: A Peaceful Path to Real Reform. London: Swan Sonnenschein & Co., Ltd., 1898. Second edition: Garden Cities of To-Morrow, Ibid., 1902).

This classic work in city planning literature sired the British reformist New Town Movement and influenced city planning throughout the world. It was the first to introduce these concepts:

1. City planning as team work, continuous process, and legitimate concern of government.
2. Public ownership and control of all city land and the city's right to the increments in land and building values that result from its growth and prosperity.
3. Planned optimum city size -- large enough for a full social and cultural life, but not larger -- fixed by a permanent agricultural belt to limit spread from within or encroachment from without.
4. Symbiotic integration of city and country into balanced garden cities that would combine industry, trade and agriculture; provide social, cultural and political facilities; and preserve the wealth, serenity and beauty of nature.
5. Integrated constellations of garden cities, bound together by a public rapid transportation system, to form an augmented urban-rural region.

Howard rests his Garden City thesis on these grounds and assumptions: Villages are dull, backward, and lack economic opportunity; and the crowded and rundown big cities degrade man. Villages cannot evolve the social, cultural and economic diversity of cities; and rebuilding the big cities would cost

too much because the collectively earned increments in the value of land and buildings are usurped by private owners. It is cheaper and easier to build, on low-priced rural land, new, balanced modern cities planned to prevent big-city evils. Mass migration to successful garden cities would topple land prices in big cities and permit their ultimate rebuilding along garden city lines.

Past utopian community schemes failed, says Howard, because they went to politically radical extremes. To avoid their fate, he fits his scheme within the existing social order. He opposes public ownership of industry. Though he expects the garden city municipality to expand its services in the future, he proposes that it do only what "it can do better than the individual."

He borrows freely, he says, from both the capitalist and socialist ideals to achieve "a society in which there is fuller and freer opportunity for its members to do and to produce what they will, and a condition of life in which the well-being of the community is safeguarded, and in which the collective spirit is manifested by a wide extension of the area of municipal effort. (The garden city idea) need cause no ill will, strife, or bitterness; is constitutional; requires no revolutionary legislation; and involves no direct attack upon vested interests."

Plotting the political strategy for founding garden cities, Howard expects an internal strife among the vested interests who would oppose their formation: city landlords pitted against country landlords favoring an expanded rural-land market; city industrialists checked by capitalists seeking investment in the countryside. The weakened opposition, coupled with mass enthusiasm for garden cities, would make the garden city scheme politically realizable. Once a reality, it will reform society "through a creation of new wealth forms...a new industrial system in which production forces of society and of nature may be used with far greater effectiveness than at present, and in which the distribution of wealth forms so created will take place on a far juster and more equitable basis."

Lastly, Howard outlines the financing and administrative methods to be used in formation and development of garden cities.

Mumford, Lewis. From the Ground Up. New York: Harcourt, Brace and Co., 1956. 243 pp.

A collection of twenty-six essays published in the New Yorker in 1949 to 1955.

Mumford critically examines and evaluates the planning and esthetics of new civic art and architecture in New York City: the Fresh Meadows housing development; the site and buildings of the United Nations; office buildings in Manhattan; and industrial building in Brooklyn; the Stuyvesant Town housing project; Manhattan's luxury apartment housing projects; public schools; the Lever House building; the Manufacturing Trust Company building; the Japanese House exhibit in the garden of the Modern Museum of Art; the Whitney Museum building; the projected Brooklyn Civic Center; the Frank Lloyd Wright exhibit; the New York Central and the Pennsylvania railroad stations and the skyscrapers planned for their sites.

The last three essays treat New York's growing suburbs and the auto traffic between the City and its environs. "Instead of maximizing facilities for motor cars," suggests Mumford, "we should maximize the advantages of urban life" by changing fundamentally the city's whole pattern, to wit: exclude the car from some areas of the city, curb the highway programs, separate vehicular and pedestrian traffic, reduce streets by absorbing their areas in new superblocks, disperse some institutions to peripheral areas, and generally deconcentrate.

Le Corbusier (Jeanneret-Gris, Chas. Edu.). The City of Tomorrow and Its Planning. Translated from the 8th French edition of Urbanisme and introduced by Frederick Etchells. London: John Rodker, 1929. 302 pp. Illustrated. Photos. Diagrams. Sketches. Plans. Charts. Maps.

Following a historical survey of cities, the author analyzes the ways in which modern technology, especially mechanical transportation, has changed them. Big cities everywhere, he observes, crumble under the impact of modern traffic, and their congestion and chaos menace man's future. They must be totally and daringly rebuilt. Being vast and complicated machines, they can function well only when their design is based on strict functional and visual order. In the industrial age, man strives for order and truth; he perceives his world in exacting geometrical and mathematical terms, and his art must naturally reflect his vision. In modern cities, therefore, the picturesque and the willful must yield to the grand plan and to a new noble architecture of pure geometric forms.

Critical of the backwardness and brutality of big cities, Le Corbusier develops and illustrates his principles for modern city planning in two design schemes: a plan for the reconstruction of the center of Paris (the "Voisin" scheme) and a plan for an ideal "City of Three Million Inhabitants." His analysis leads him to consider streets, buildings, and open space as the chief design and planning components of a modern city. For utmost efficiency and livability, he concludes, cities must minimize interior travel distances, maximize movement, and vastly increase open space. To achieve this they must: (1) decongest the center, (2) raise densities in under-used areas to uniform higher densities, (3) build vertically, (4) clear a maximum possible area for park and sport facilities, and (5) devise efficient means of circulation.

In Le Corbusier's ideal city, buildings would cover only about ten percent of the land. The rest, including landscaped streets, would form a continual park, with sport facilities at every citizen's doorway. The center, compact and lively, would serve commercial and cultural uses. There, sixty-story skyscrapers would be spaced widely apart in a park setting, each containing a garage and a subway station. Low buildings for government offices, cultural institutions, and restaurants would be built between the skyscrapers. And a green zone -- a protective fresh air reserve -- would encircle the center.

Beyond the green zone would lie the residential garden city. Its twelve-story and low row-house apartment buildings would enclose large interior park and sport grounds. The buildings, perforated for lateral air movement and vista and provided with hanging gardens, would form a garden continuum with the park below. The geometrically laid out superblocks and their "cellular" buildings would permit repetitive standardized industrialized construction.

Le Corbusier regards streets as "spread out workshops." The old street networks, he holds, are obsolete; they should be totally changed and their areas reduced by two-thirds. The several kinds of traffic should be separated: fast motor traffic assigned to speedways, local traffic put on separate streets, and easily accessible utility lines placed in streets of their own. Arranged on a grid plan and on several levels, the streets would intersect at intervals of 1200 feet to reduce dangerous, traffic-halting crossings to a minimum.

Wright, Frank Lloyd. The Living City. New York: Horizon Press, 1958. 222 pp. Illustrated.

Revealed first in a series of lectures at Princeton University (1921), later developed in his Disappearing City (New York: W.F. Payson, 1932), then expanded in When Democracy Builds (Chicago: University of Chicago Press, 1945), Wright finally rewrote his ideas entirely in the form of this work.

The author damns American capitalism because it despoils man and nature for profit, and indicts it as a wasteful, destructive parasite doomed to war or revolution. He sees its big cities, reflecting its culture, as commercialized, artificial, ugly, degrading and degenerate; its people dehumanized, fearful, enslaved to greed and robbed of their creativity. Capitalist America, says he, denies the American revolutionary heritage and "the Jeffersonian democratic ideal...the highest form of democracy the world has ever seen." He deplores most the degradation of architecture, art and science; the loss of the artistry and integrity of the past master builders; the promiscuous building of skyscrapers in violation of good planning standards and the best interests of society.

Wright calls for an "organic" architecture, faithful to the nature of materials, honest in their use, free of sham; for "well placed buildings related to well placed roads...properly applied to regions and...related to happy people," and for honest creative architects to interpret America's humanity.

The big American cities, says Wright, are out of human scale, congested and dangerous, so they "must die." Technological progress in communications and mechanical and electrical power has made big cities obsolete. Growing suburbanization and decentralization of industries already herald their inevitable breakup. He therefore pleads for an orderly reintegration of the people on the land in a new, higher, American civilization.

Wright conceives an utopian America -- Usonia -- an agrarian civilization with a highly advanced technology and balanced economy. Its people, noble and creative, living in dispersed, well planned and designed small agro-industrial cities at a minimum density of one acre per person, enjoy the ultimate in public welfare services. Its culture is humanitarian, its education genuine, and its esthetic standards and attainments high. Such a society, says Wright, can be achieved through subsidized mass relocation from the big cities to the new agrarian cities. The new settlers would start with subsistence farming, social insurance payments, employment in crafts, agriculture or industry, and gradually evolve into an "improved modern equivalent of ancient landed gentry...the democratic aristocracy of a great democracy."

Wright guides the reader through his architecture-fiction story of a typical well planned and designed utopian "Broad-acre City." He illustrates its plan and typical buildings and lays down guide lines for "organic" architectural and city design. In his "Usonia," he assigns to the architect the role of "master of civilization": the creator of supreme beauty, convenience and order in the total physical environment.

Mayer, Albert. The Urgent Future. New York: McGraw-Hill Book Co., 1967. 184 pp. Illustrated. Photos. Drawings. Maps. Diagrams. Plans. Bibliography.

In the light of his regionalist-decentralist philosophy and long experience with American design and building, architect-city planner Mayer tries to synthesize past thought on planning. He evaluates the experience of the last thirty years, points to current weaknesses, presents action alternatives to overcome the urban crisis, and illustrates how attractive the urban and regional environments could be were urban and regional planning coordinated to make full use of the region's resources.

The housing and urban renewal programs, intended to eliminate slums and rehouse slum dwellers, has been corrupted, Mayer shows, to benefit real estate interests. Both national policy and private enterprise have failed to meet critical city needs. State and national highway programs merely resort to futile traffic gimmicks. Architectural giantism has become a status symbol and an end in itself. And the land speculators and financiers have misused urban land and brought chaos to metropolitan areas.

Mayer reproves timid patience and compromises, the futile tokenist treatment of symptoms, and the slavish projection of past trends. "Trend is not destiny," he exclaims. In past crises this nation has made bold revolutionary moves. It faces an urban crisis now and must resort to creative revolutionary alternatives and controls. He calls for bold reforms that would declare land a public utility and begin large-scale government purchases and continued ownership of land. He urges four closely linked measures to counteract the present destructive trend in urban development.

1. A large-scale government-aided program for building new small and moderate-size towns in metropolitan regions to relieve metropolitan congestion and permit genuine urban renewal. Move into these new towns expanding populations and the over-expanded and over-localized institutions within the metropolis.

2. To rebuild the pattern of the metropolitan area, restrict urban spread, and guarantee the integrity of green belts and open spaces between urban communities.
3. To create federated metropolitan governments and rebuild local governments to permit direct citizen participation, responsibility, and control over public agencies and officials.
4. To develop and populate new economic regions in underdeveloped parts of the country and create regional administrations to effect a balance between human needs and regional resources.

Mayer discusses the cost of these measures and shows that they are well within the nation's capabilities. He cites both American and foreign experiences to prove that they are practical.

His book, says Mayer, is "an action book...(written to provide a) basis for conclusions and decisions...for sustained dynamic action." The present urban difficulties, says he, are also opportunities, for they have stirred the nation to make grand-scale action possible. If this awakening does not lead to action, then its end as a nation is in sight. We must "urgently...decide on outside limits of time within which this opulent country will fulfill the...oft stated imperative goals...(for) time is against us.... (We must create) a compelling moral conviction and crusading drive...to overcome comfortableness, inertia, and vested interests."

Perry, Clarence Arthur. "The Neighborhood Unit." The Regional Survey of New York and Its Environs, Volume 7: Neighborhood and Community Planning. New York: Committee on Regional Plan of New York and Its Environs, 1929. pp. 22-140. Illustrated. Maps. Photos. Tables.

The physical and social environment of the community as well as the home, Perry states, affect family life. He finds that the city's social heterogeneity, its lack of playgrounds and greenery, its arbitrary street and housing patterns, and the danger to children in its streets are destructive to family and community life. Residential neighborhoods, he thinks, should be built as "organic entities." They should have clearly defined borders and a unique character with which its people could identify and which they would want to protect against invasion and blight. To create such residential neighborhoods, Perry offers his Neighborhood Unit Plan.

The Neighborhood Unit would house a population large enough to support a school (about 6000 people) over an area whose borders would extend no farther than a quarter of a mile from the school. The Unit's internal street system would keep out through traffic and reduce, or eliminate, street crossings. Its shopping, service, and community facilities would occupy points of intersection with other, like, neighborhood units.

The citizens of the territorially confined and socially homogeneous neighborhood would develop close bonds. They would cooperate to preserve their neighborhood's "character" and "tone" through their neighborhood association and control delinquency through social sanctions.

Illustrating with plans and diagrams, Perry discusses the physical planning and the organizational and managerial aspects of his scheme, and demonstrates its adaptability, within a typical block system, to a variety of housing types in industrial communities and in suburban development.

Dahir, James. The Neighborhood Unit Plan -- Its Spread and Acceptance: A Selected Bibliography with Interpretative Comments. New York: Russell Sage Foundation, 1947. 91 pp. Maps.

Dahir compiled and annotated this bibliography to indicate the extent to which Clarence A. Perry's Neighborhood Unit Plan (see abstract) had won acceptance at home and abroad. In his introduction, he sketches briefly the social-reformist ideology that led to the Neighborhood Unit idea. "Individuality and social responsibility," he states, "have developed, historically, in the neighborhoods where men lived and were best known. (The city) has created a way of life hostile to neighborliness...succeeded in isolating individuals, subjecting them to mass stimuli tending to create mass men in a mass culture -- the raw material for a totalitarian society." Those who tried, at the turn of the century, to create community centers in order to bring local residents together found that there "were no real communities to locate a center in." This discovery led to the "drive for the planned residential neighborhood...(to) aid in the creation of a cooperative community life."

Dahir groups his 130 selected works into six sections: "The Facts of City Life," "Background of the Neighborhood Plan," "The Planners Test the Plan," "The Plan Makes Friends and Faces Obstacles," "American Plans and Projects," and "The Neighborhood Unit Abroad." He sketches the gist of each work and discusses its relation and contribution to the development of the Neighborhood Unit Plan idea. The final section, "Additional Reading References," comprises a bibliography of 98 additional, annotated, works.

Mumford, Lewis. "The Neighborhood and Neighborhood Unit." Town Planning Review, Vol. XXIV, No. 4, January 1954, pp. 256-270. Selected bibliography.

Mumford discusses some questions raised by critics of Clarence Perry's Neighborhood Unit concept.

Do neighborhood units really exist? Yes, says Mumford, they clearly exist in the old European cities where they have long evolved and with whose life and institutions working class families strongly identify. But they exist, too, in the historically younger American cities. Neighborhoods, whether or not recognized or provided for, naturally emerge where people live near one another and therefore share, in some form, a common life. This remains true in the capitalist era which has effaced the well defined neighborhoods in old cities through spatial segregation of the rich from the poor and has favored traffic and movement over residential amenities.

The author traces the history of the Neighborhood Unit idea to the start of the 20-th century when Cooley's studies on the social role of the intimate community and the community-center movement focused new attention on the neighborhood. In the 1920's, Clarence Perry's Neighborhood Unit Plan (see abstract) proposed a new urban pattern using the neighborhood, rather than the city block, as the unit of city planning. He sketches the elements of Perry's scheme and briefly describes its application in Sunnyside Gardens, Radburn, the suburbs, and in the British new towns. He then replies to Reginald Isaacs' critique of the Neighborhood Unit Plan (see abstract of his "Are Urban Neighborhoods Possible?").

The neighborhood unit, argues Mumford, would decentralize facilities that serve daily needs whose present central location demands long travel and inhibits use. It does not propose to decentralize special services and, therefore, reduce the wide use of the city. On the contrary, placing daily services in local units, it would decongest central facilities, improve their usability and, in the process, maximize local cooperation, convenience and effectiveness in meeting the needs of family life at every stage of growth. "The fact...that many of the significant activities of the city are occasional ones, and lie outside the neighborhood, or that a large part of an adult's life may be spent far beyond his own domestic precincts, does not lessen the importance of neighborhood functions."

Mumford discusses the kinds of functions, now centralized, whose usefulness and effectiveness would increase were they decentralized (department stores, hospitals, libraries, etc.). He discusses, too, some problems of neighborhood-unit design: the dangers of psychological isolation and social segregation, physical flexibility to accommodate change over time, the conflicts between the needs of different age groups, and architectural treatment and scale.

Isaacs, Reginald R. "Are Urban Neighborhoods Possible?" Journal of Housing, Vol. 5, Nos. 7 and 8, July 1948, pp. 177-180 and August 1948, pp. 215-219.

Isaacs examines the concept that a superblock-neighborhood pattern could give reconstructed cities the physical and social amenities that small communities enjoy. He deems it unrealizable, incompatible with the nature of cities, and a tool used for undemocratic ends.

The author reviews the highlights of Clarence Perry's Neighborhood Unit Concept (see abstract) and cites these reasons for its popularity among architects and housing officials:

1. Ignorant of the complexity of urban society, architects and planners have assumed that physical planning alone could create a social stability lacking in cities. They found the Neighborhood Concept "easy to grasp and to follow."
2. Federal housing officials have favored segregated neighborhoods believing they "create enduring and stable communities" and therefore secure the investments of homeowners.

The Neighborhood Unit concept is faulty, Isaacs thinks, because:

1. It is not applicable in a variety of listed conditions.
2. The neighborhood pattern is not common in cities nor necessarily desirable.
3. Social disorganization in cities is caused chiefly by "warped economic conditions." It is a national political-economic problem beyond the control of city planning.

Sociologists, says Isaacs, have long defined the "neighborhood" as a homogeneous rural community whose residents know each other, have limited outside contacts, and depend on each other for help. By contrast, urban life is marked by "substitution of secondary for primary contacts, the weakening of the bonds of kinship...(and) the disappearance of the neighborhood.../" City life is forever changing. Balanced and stable neighborhoods are impossible in cities.

The author describes, and documents, the way advocacy of self-contained homogeneous neighborhoods was seized upon by civic neighborhood associations and real estaters, aided and abetted by federal housing officials, to popularize and preserve segregation. He urges rejection of the neighborhood concept, "recognition of...the city as an everchanging, dynamic organism," and "planning for all citizens according to standards developed on a sound democratic basis...."

Blumenfeld, Hans. "Comments on the Neighborhood Unit Concept." Journal of Housing, Vol. 5, No. 11, December 1948, pp. 299-230. (Also in The Modern Metropolis: Its Origins, Growth, Characteristics and Planning. Selected Essays by Hans Blumenfeld.)

Advocates of the neighborhood concept, the author states, hope to revive in the modern metropolis some values of village society. They assume that citizen identification with small groups is good, nearness is the best basis for such groups, and physical planning can produce such identification. Experience, observation, and sociological inquiry, however, show that meaningful social identification and cooperation, strongest in groups of 6 to 12 families, still strong in villages of 50 to 100 families, begins to fade in groups of more than 500 people. A population of 5,000 to 10,000, needed to support a school, is too large to be a meaningful "neighborhood." It is suitable for planning a superblock within which traffic dangers to children can be minimized, but it has no special social meaning.

"It is the very essence of city life that every person has bonds with different groups on the basis of many varied interests. Should this pattern be changed," he asks, "in favor of a single dominant group loyalty?" Blumenfeld dismisses the accusation that the neighborhood concept is responsible for segregation practices in housing development, but agrees that neighborhood identification is not necessarily a civic virtue. He suggests using the neutral term "residential area" instead of "neighborhood" when the latter is meant merely as a service area rather than a social unit. Good planning, says he, calls for detailed study of specific conditions. Its product may not look as neat on paper as a preconceived physical pattern, but it may function better.

Jacobs, Jane. The Death and Life of Great American Cities. New York: Alfred A. Knopf, Inc. and Random House, Inc., 1961. 458 pp. Illustrated. (Vintage Books paperback edition, 448 pp.)

This controversial work denies the validity of traditional city planning tenets which, its author charges, serve to destroy rather than renew the great cities. New city planning theory, she submits, must grow out of a scientific study of the unique life, culture and socio-physical problems of big cities. The tactics of such study must follow those of the life sciences. As in the latter, cities present problems of organized complexity where many variables are interrelated in an organic whole.

Synthesizing some sociological findings with urban design methods, the author gives her views of the way big cities function, offers conclusions, and proposes new hypotheses. She states in part:

1. In small towns, where people know each other, social sanctions operate to enforce accepted behavior standards. But in big cities, where people are strangers, the task of enforcing public safety falls mainly upon public surveillance in city streets. Such surveillance is most effective on intensively used streets.
2. To be intensively used, streets must be lively and interesting. Such streets are products of high population densities; buildings varied in size, age and architecture; varied and close-grained uses along the streets, especially of public places. Separation of uses into purely residential, commercial, industrial, and recreational zones creates part-time street uses harmful to city life.
3. Secluded playgrounds are unsafe and rob children of opportunities to form notions of the adult world. Child play should be accommodated on, or close to, street sidewalks.
4. Neighborhood parks, when secluded, are dull, hence under-used and therefore unsafe. They should be placed in the path of active and varied pedestrian traffic.
5. City people seek a balance between cherished privacy and differing degrees of voluntary contact with, enjoyment of, or help to and from people around. Enforced "togetherness" works destructively in cities.
6. City neighborhoods should not be designed to copy the self-contained small-town life. City people are mobile. They want to, can, and do pick from the entire city a job, friends, a dentist, shops, recreation, or school.
7. City neighborhoods need some means of self government. Cities are too big for their governments to either know, comprehend, care about, or act on local needs. Only by decentralizing city government on a district basis and allowing greater citizen control over fulfillment of their needs and wishes, can city life be fostered.
8. Cities thrive on mixture of uses not on their separation as orthodox city planning falsely assumes.

9. The greatest asset of cities is their diversity of people, skills, tastes, needs, goods and ideas. To generate exuberant diversity in a city, its districts and most of its streets must: a) Have short blocks and a maximum of street area; b) mingle buildings of different ages, design and condition; c) Serve varied functions, bringing pedestrians to come and leave at different hours and use many public facilities in common; and d) Be densely populated by residents and visitors.
10. Successful diversity tends to destroy itself because in the competition for space in lively districts the most profitable uses crowd out the marginal ones, reduce diversity and usher in decline. This must be prevented through special governmental controls.
11. Massive single uses (railroad tracks, waterfronts, expressways, campuses, large parks, parking lots, etc.) create dead ends and borders inimical to city liveliness. This should be overcome through intensified uses along their perimeters.
12. Replacing slums with high-rent, high-tax housing at best shifts slums, at worst destroys self-unslumming of neighborhoods. Slums have unslummed themselves where neighborhood ties have developed, uncrowding followed their dwellers' economic improvement, and neighborhood diversity and liveliness grew. Slum-fighting policy should be based on aiding the natural process of unslumming.
13. A federally subsidized guaranteed-rent program, instead of the public housing program, would spur apartment building and unslumming, reduce municipal cost and increase revenues. The program would: free low-income tenants to choose their homes; pay landlords the difference between the tenants' ability to pay and the market rent value of their dwellings; abolish tax abatement; grant low-interest building loans to developers provided they build on sites selected for planned neighborhood diversity.
14. "The point of cities is multiplicity of choice made possible if getting around easily is guaranteed." Widened sidewalks, narrowed roadbeds, and other attrition devices gradually applied where pedestrian use increases, along with improved and expanded public transport systems, would cut the use of private cars and improve access in cities.

15. "A city is life at its most complex and intense." It must grow; it cannot be designed. We cannot substitute the functional order of the city with the simple, regimented order of art. "We need art in the arrangement of cities, to explain life and to show its meaning. But though life and art are interwoven, they are not the same thing."
16. Set apart from the city, public housing projects have become dreary planned slums. They should be gradually reweven into the city's fabric. Their vast open grounds should be cut up into small blocks and provided with new buildings, shops, offices and stores. Their tenants should be free to come and stay by choice. The projects should be sold or leased to private owners because public agencies are inflexible and cannot compete with landlords.

Scientific American. "Cities," Vol. 213, No. 3, September 1965.
(Also published in book form: Cities, Scientific American,
New York: Alfred A. Knopf, 1965. 211 pp.).

A comprehensive view of the urbanization process by several authors representing current opinion on cities.

Kingsley Davis, in "The Urbanization of the Human Population," shows that the rapid growth of cities in developing countries reflects general population growth rather than a stage of economic development as in the urbanization of the industrial nations.

Gideon Sjoberg reviews "The Origin and Evolution of Cities."

Charles Abrams, in "The Uses of Land in Cities," compares patterns of land use and control in different societies.

Hans Blumenfeld examines "The Modern Metropolis."

Four articles are devoted to specific cities selected as archetypes of the modern metropolis: "Calcutta: A Premature Metropolis" by Nirmal Kumar Bose, "Stockholm: A Planned City" by Goran Sidenbladh, "Ciudad Guayana: A New City" by Lloyd Rodwin, and "New York: A Metropolitan Region" by Benjamin Chinitz.

John Dyckman, in "Transportation in Cities" reports on current prospects for transportation solutions.

Abel Wolman, in "Metabolism of Cities," discusses water and air pollution in American cities.

Nathan Glazer, in "The Renewal of Cities," recounts the mechanism, objectives, efforts and failures of the federal urban renewal program.

Kevin Lynch, in "The City As Environment," introduces a sensory view of the city and presents architectural and planning solutions for the variety of problems suggested in the preceding articles.

Davis, Kingsley. "The Urbanization of the Human Population." Scientific American, Vol. 213, No. 3, September 1965, pp. 41-53. Illustrations. Graphic charts. Tables.

Sociologist and demographer Davis observes that:

1. Every industrial nation concentrates most of its population in urban agglomerations on a small part of its land.
2. The later a country industrialized the faster its cities grew.
3. Urbanization accompanies the transition from agrarian to industrial society. It ends when the transition ends.
4. Suburbanization follows affluence in industrial countries causing urban densities to drop and neighboring cities to fuse. As suburbanization grows urban densities rise on a wider scale.
5. As industrial products and modern communications media penetrate the countryside non-farm employment rises, suburbanization spreads, and urbanization ceases.
6. During the European transition from rural to industrial society the country replenished the population of cities whose mortality rates were higher and birth rates lower than in the country. The reproductive rate of "urbanized" farmers tends to drop and that of suburbanites to rise.
7. "Once urbanization ceases, city growth becomes a function of general population growth."
8. Cities in underdeveloped lands grow much faster than did the cities of 19-th century Europe, chiefly due to general population growth rather than to rural-urban migration. There, "the only way to stop...crowding...is to reduce the overall rate of population growth."

United States. National Resources Committee. Our Cities: Their Role in the National Economy. Report of the Urbanism Committee to the National Resources Committee. Washington: Government Printing Office, June 1937. 88 pp. Illustrated. Charts. Photos.

Despite its date, the content of the report -- history, analysis, predictions, and even some of its recommendations -- remains valid to a study of modern American cities.

The first of the report's three parts states "The Facts About Urban America." It evaluates the urban community in the national economy, describes the physical characteristics of American cities and their way of life, and compares American with European urbanism. It analyzes the underlying forces and emerging trends in the process of urbanization, and lists and describes the problems of American cities.

The second part enumerates the aspects of urbanism studied by the Urbanism Committee. And the third part offers statements on general policy and recommendations proposed by the National Resources Committee to the President of the United States.

Chapin, F. Stuart, Jr. "How Big Should a City Be?" Planning Outlook, Vol. II, No. 1, Autumn 1950. pp. 37-48.

City planning literature, states Chapin, increasingly implies that limiting city size is an established goal of urban planning. Some students of urban planning "conclude that American cities should look to a kind of planning which would break down the 'amorphous whole' into urban units designed more to human scale. These conclusions presume that there is an upper limit the population of any specific area should reach -- an optimum size which provides a maximum of 'good living conditions' with a minimum of cost." To examine the validity of this notion, he summarizes the findings of a 1949 investigation which re-examined the assumptions made regarding "optimum city-size."

Some of the interest in limited city-size stems from concern over the financial plight of cities resulting from suburbanization and decentralization of manufacturing and trade and led to the assumption that control of city-size might somehow reduce this outward migration. Some comes from a realization that the growth of the cities' service systems must reach a point of diminishing returns and must be curtailed. Some stems from mounting concern over "ugly sprawl," loss of open green spaces, and the fusion of "neighborhoods." And some interest in limited city-size "has been touched off by the British move to depopulate London...and to build a series of new towns in outlying locations."

Examining pertinent research on the relationship between economic and livability factors and city-size, Chapin arrives at these conclusions:

1. Considering the complex economic dominance and subdominance of cities in metropolitan regions, the optimum size for a city, "if indeed determinable...could be determined only after making an exceedingly complex analysis of the economy of the entire region... Each city size would be determined by the intensity with which the entire hinterland is occupied and by the degree to which certain competitive forces are favorable or unfavorable to growth."
2. Economic determinants of city-size, however, may not coincide with livability criteria. But how to define "livability"? "Is livability a matter of value judgment or can it be measured? Considerably more research is needed before any universally acceptable means of defining 'livability' will be forthcoming."
3. Based on criteria commonly referred to in writings on optimum city-size and "short of objective evaluation, this study concludes that there appears to be no known way of weighting all (the many) criteria to arrive at the optimum population for a city...or a range of optimum city-sizes."
4. "We have found that limited relationships exist between city-size and economic activity and between city-size and livability within the city. We have also found strong indications that size alone is not a valid criterion of economic vitality or livability. We must come to the conclusion, then, that at this stage of our knowledge of cities it is not practicable to establish a single optimum city-size, or a range of sizes, or even fixed optimum sizes of various functional classes of cities."
5. The case study approach "holds the only plausible promise of valid application of the optimum city-size concept.... In this approach, we are concerned with deriving an optimum population size for any city first on the basis of its economic position in its own system of cities, and secondly, on the basis of its own localized criteria of livability. It would thus appear that we might shift our emphasis from the search of the optimum city-size to developing a procedure for deriving an optimum size for each particular city to which we may wish to apply it."

Goodman, Percival and Paul. Communitas: Means of Livelihood and Ways of Life.* Chicago: University of Chicago Press, 1947. 141 pp. Illustrated. (Second, revised, edition. New York: Random House, 1960. 248 pp.).

Aware of the interrelation between human activity and its physical plant and employing economic and socio-psychological analysis methods, the authors examine physical planning ideas as reflections of society's organization and values. Conclusions are drawn on ethical grounds as the sole valid basis for "an esthetic for community planning, the proportioning of means and ends." The authors' purpose "is a philosophical one: to ask what is socially implied in any (big planning) scheme as a way of life, and how each plan expresses some tendency of modern mankind."

The book groups into three classes the great plans of the past century according to their production-consumption (work-living) relations:

- A. The Green Belt -- Garden Cities and Satellite Towns; City Neighborhoods and (Le Corbusier's) the Ville Radieuse;
- B. Industrial Plans -- Lowell (a capitalist mill town); the plan for Moscow; the Lineal City; (Buckminster Fuller's) Dymaxion;
- C. Integrated Plans -- (Frank Lloyd Wright's) Broadacres and the Homestead; the Marxist regional plan and collective farming; (Intentional Communities; the Kvit-zah; Regionalism); the T.V.A."

The authors critically analyze the kind of technology these schemes envisage, the attitude toward the technology, relation between work and leisure, domestic life, education of children and adults, esthetics, political initiative, economic institutions, and practical realization. Drawing on their analysis, the authors reason inductively through three utopian schemes they present not as model plans but as "models for thinking about the possible relations of production and way of life (relevant to) different real situations in the world today."

The author append four short article: "A Master Plan for New York" (New Republic, November 20, 1944, pp. 656-659); "Improvement of Fifth Avenue (New York City)"; "Housing in New York City"; and "A Plan for the Rejuvenation of a Blighted Industrial Area in New York City."

* See Reiner, Thomas A. The Place of the Ideal Community in Urban Planning, pp. 97-106, for an analysis of this work. Also see abstract of Reiner's work.

Haworth, Lawrence. The Good City. Bloomington, Indiana: Indiana University Press, 1963. 160 pp.

Philosopher Haworth develops an analytical system in which he tries to formulate a systematic philosophy of urban life and integrate it with city planning practice. He assumes that the sense of community, lost in huge modern cities, and the opportunities which big cities provide are necessary attributes of a city's economic, cultural and political institutions.

In his "good city", these institutions have complementary goals and are flexible, voluntary, and controllable. They offer their members both opportunity (for personal growth and self realization) and community (social duty and obligation) and enable effective individual participation and membership continuity.

Socially and economically integrated neighborhoods form the physical framework for Haworth's "good city." Urban planning, he states, must function on the national, city, and neighborhood levels.

Howard, John T. "The Planner in a Democratic Society -- A Credo." The Journal of the American Institute of Planners, Vol. XXI, No. 2-3, Spring-Summer 1955, pp. 62-65.

Howard attempts to express what he thinks many planners believe about urban planning, conditioned as they are by a reverence for life, respect for the dignity and freedom of the individual, and the optimism inherent in the culture of Western civilization.

Though society exists for the benefit of its individuals, says Howard, it requires their cooperation and subordination to the community. As life changes so must society, if it is to provide the greatest good for its individuals. But the change must be planned and gradual rather than revolutionary and violent, if the dignity and freedom of individuals is to be respected. This implies a democratic form of government whose policy decisions must be majority decisions, if it is to promote the citizens' health, safety, and welfare. And the system of checks and balances assures effective majority decisions. It may be slow and inefficient but it achieves changes in society without violating the freedom and dignity of individuals.

Comprehensive planning for a better society, however, is too big a function for a democratic government and, if attempted, it may endanger the dignity and freedom of individuals. In a democratic society the goals and direction for desirable change are set by its politicians, churchmen and philosophers. "Until both the knowledge of our planners, and the wisdom of our government, are very greatly increased, this very loose 'team' operation is as close to 'comprehensive' planning for society as it may be wise to attempt." The function of professional planning is to advise the majority, that is, the government that represents it. And master plans "make sense only as symbols of milestones of future progress."

People are different, and accept change slowly. Therefore, planning must provide a variety of opportunity and offer gradual change.

The task of planners is to ever improve and never be content. How fully planners may be used depends on government whose servants they are. But it depends also on how well planners inform society and governments about what environmental changes are desirable and achievable through planning. Although their philosophy bestows no right upon them to impose their ideas upon the people, it makes them responsible for putting their skills at the service of society.

Branch, Melville. Urban Planning and Public Opinion. Princeton, New Jersey: Princeton University Press, 1942. 87 pp. Tables. Charts. Maps.

Branch reports the findings of a national opinion survey conducted to test the utility of such surveys in gathering factual and public-opinion data and inspiring public interest in city planning.

Some of the survey's findings:

1. Most urban homeowners are glad to own their homes, and most apartment renters would like to own their homes. Only 35 percent of the respondents preferred renting. Desire for homeownership decreases with age; most would-be homeowners are under thirty. Preference for apartment renting is greater in cities of over 500,000 population. In all cities more of the better-educated renters prefer homeownership than the less educated.
2. About 40 percent of urbanites, mostly older people, are apathetic about neighborhood improvements.

3. If they were free to choose, 69 percent of city dwellers would like to live with the kind of people who live in their present neighborhoods; 24 percent would prefer to live among different people.
4. About 51 percent of all respondents own cars.
5. About 61 percent of city dwellers want to stay where they are, 33 percent would move elsewhere in the city, 8 percent would move to another city, and 1 percent would like to live in the country. More big-city dwellers want to move than do small-town dwellers. During the past five years, 53 percent moved: 11 percent moved both within and between cities, 36 percent only within cities, and 6 percent only between cities.
6. The countrywide-average home-to-job trip time is sixteen minutes. It decreases sharply with reduction in city size. Few object to the time and cost of travel since most have "no particular desire to live closer to where they work."
7. Most respondents favor replacement of the poorest housing by the government, even at the cost of higher taxes.
8. Fifty-five percent of city dwellers voted in their last city elections. Cities of over 500,000 population have the highest percentage of voters. By economic status, the highest percentage of voters are of the upper-income group. The percentage drops for the middle-income group, and drops still lower for the low-income group.

If urban planning is to become popular, Branch concludes, the people must be well informed about its advantages. He thinks that "the results and experience of this research confirm the importance of utilizing surveys of public opinion in connection with city planning and urban research. A more widespread use of this mechanism can do much to insure that planning...is carried out as a democratic process. It can also assist materially in the development of urban planning as a realistic and significant service."

Appendices to the work include the questionair form, procedure of the survey, survey suggestions, and a tabulation of the survey's questions and answers.

Walker, Robert A. The Planning Function in Urban Government.
Chicago: The University of Chicago Press, 1941. 376 pp.

The work is based on a 1937-1938 study of 37 planning commissions of large cities. Illustrated with case studies, it discusses the origins, scope, nature, and organization of city planning in the United States.

Some of Walker's observations and conclusions:

1. Their failure to plan in the past has greatly burdened American cities whose current planning still falls short of its potential usefulness.
2. Assisted by liberal court decisions, some American cities expanded the scope of planning since 1930.
3. The semi-autonomous city planning commissions, composed of unpaid lay appointees, cannot effectively execute the planning function. Planning should be conducted by a municipal planning department, adequately staffed with professional planners, working under a full time executive head responsible to the executive branch of the government.

Churchill, Henry S. The City Is the People. New York: Reynal & Hitchcock, 1945. 186 pp. Illustrated. Photos. Plans. (Reprinted in 1962 in paperback by W.W. Norton & Co., Inc. Epilogue and annotations. 205 pp.).

Churchill reviews the history of Asian, European and early American cities; discusses the approach to city planning in the United States, the problems of modern cities, the efforts made to resolve these problems and their effects; and examines the contemporary issues, factors and trends in American city planning and development.

Some of the author's observations and conclusions:

1. Only technical-economic-social revolutions change cities. From 3000 B.C. until the use of gunpowder in the 17th century there was little technical or social change, hence little change in city development.
2. The pattern of the American colonial towns -- the precedents of American cities -- differed from those of European towns in that, unlike the latter, they were never walled in.

3. Most American cities developed during the great expansion era. They were planned physically for the primary purpose of land speculation; there was no planning for living, for economic growth, or for social benefits...."
4. Great cities have great vitality. Before the disintegrating forces present within them destroy them, their people will change the obsolete physical, economic and political patterns to ones more viable.
5. American city planners have sought "to 'sell' master planning on economic grounds alone, ignoring, even denying, the social benefit and esthetic aspects." Preoccupied with facts, surveys and methods, they have failed to stir and enlist the active support of the people. And failing that, they have not been able to obtain the necessary legislative and administrative support for their proposals.
6. The people have been induced to fear government planning as an undemocratic regimentation destructive of private property, and are unaware of the indirect price they pay for slums and poor transportation. They have failed, therefore, to exert political pressure for city improvement and to subordinate private gain to public interests.
7. Government-aided large-scale housing, both public and private, spread blight and did little to solve the essential problems of cities.
8. The future city must provide shelter for adequate family life and create an environment suitable for child raising.
9. In the coming decades, technological advances and longer life spans will affect cities economically, physically and socially. Trade routes and location of important ports will change, industries and populations will shift closer to markets, metropolises will continue to expand centrifugally and their population densities will become more uniform. The central cities will retain their administrative cultural and trade functions, their proportion of older people will increase, and their financial problems will get worse.
10. "Urban redevelopment purchase and subsidy should be the first step toward municipal ownership of all the land."

Handler, A. Benjamin. "What Is Planning Theory?" The Journal of the American Institute of Planners, Vol. XXIII, No. 3, Spring 1957, pp. 144-150.

In a report of seminar discussions held at the University of Michigan to examine whether a unique theory for planning is possible and is being developed, Handler presents the views of some scholars and offers his own.

A few speakers thought a unique planning theory neither exists nor is possible.

Walter Isard distinguishes between scholarship, or attempts to understand phenomena, and planning, or attempts to formulate goals and solve problems. Planning must apply the techniques and theories that scholarship develops. But urban and regional studies have not developed a theory which might give planning a basis for good problem solving. Planning, therefore, must draw on general social science theory for guidance in solving urban and regional problems.

To Hans Blumenfeld so called planning theories are mostly "fads." Planning, he thought, consists of three phases: (1) the analysis phase, or the attempt at rational understanding; (2) the intermediate phase in which goals and values are made explicit; and (3) the application phase, or the attempt at rational guidance through coordination of means and ends. He put emphasis on comprehensive planning based on achievable goals and the importance for the planner to have a humanist approach: to be aware of interrelations, to be socially conscious and identify his goals with those of the community, and to have "a sense of history -- of continuity, of change and its concomitant conflict."

Other speakers thought that there can and should be a theory for planning, but they could not define its form or even its character.

Robert B. Mitchel defined planning as "a consciously guided program of a whole range of public and private actions leading to development or redevelopment...(which produces) a plan for the nature, rate and process of change."

Collectively, summarizes Handler, the speakers indicated that planning, as it is now formulated, is exceedingly complex. It must have its own theoretical framework, he concludes, "that defines the system within which internal relations have to be sought." He submits that since "planning of any kind is possible only when a surplus exists...the subject matter with which planning must deal is capital, and its prospective theoretical framework must be stated in terms of capital" or economics. Analysis of human needs and determination of goals relevant to planning require a different theoretical framework. And translation of these needs and goals into physical terms requires a still different theoretical framework within the design fields. Handler elaborates on this theme and draws its implications for the education of planners.

Wingo, Lowdon, Jr. (Editor). Cities and Space: The Future of Urban Land. Baltimore, Maryland: The Johns Hopkins Press, 1963. 261 pp.

Essays appraising the change from city to metropolitan civilization. Introducing them, editor Wingo describes the three elements in planning ideology against which the essayists react: utopianism, environmental determinism, and distrust of the natural process of society.

In his "Order in Diversity: Community Without Propinquity," Melvin M. Webber finds that modern mobility, communications, and industrial productivity generate a dispersed society organized by functional relations rather than proximity. This process, he thinks, should be encouraged because dissolution of settlements liberates human energies and increases opportunities for human interaction. Advanced communication and transportation technology, he believes, levels social values and goals and permits intimate social relationships without communities.

Stanley B. Tankel disagrees. In his essay "The Importance of Urban Space in the Urban Pattern," he insists that the positive values in civilization stem from human propinquity in large, heterogeneous, high-density communities, and predicts a renaissance of traditional urban values. Tankel discusses the types and functions of urban space and how they are linked in urban regions, and advocates a pattern of high-density settlement with large tracts set aside for recreational use.

In her essay "The Form and Structure of the Future Urban Complex," Catherine Bauer Wurster doubts the validity of Webber's and Tankel's views and pleads for size of urban units consistent with the needs of economic activity yet small enough for individuals to prosper and grow in. She classifies the kinds of urban settlement and explores various alternative forms of spatial patterns and their consequences.

Frederick Gutheim, in "Urban Space and Urban Design," considers cities as objects of functional art, and architecture as the chief framework in urban planning and policy making.

In his "The Human Measure: Man and Family in Megalopolis," psychiatrist Leonard J. Duhl stresses the welfare of individuals, rather than spaces and artifacts, as the key to urban planning.

Economist Roland Artle, in his "Public Policy and the Space Economy of the City," argues that since public policy determines the economic decisions individuals and firms make, further development of decision models is important to planning of urban regions.

Charles W. Haar, in "The Social Control of Urban Space," reviews the effects of planning laws on the pattern of urban growth and discusses legal and administrative innovations which may make existing laws more responsive to space organization in metropolitan areas. He warns that policy makers may misuse their powers unless they are clear about the goals of their policies. Such clarity can come only from a scientific understanding of the consequences of public action on urban life.

Henry Fagin, in his "Social Foresight and the Use of Urban Space," sums up the essays as a variety of answers to three questions: What does planning mean? How will urban space be used? And how can the ability to predict the course of urban development be improved? He concludes that urban problems are now national rather than state problems and that new institutions will evolve for metropolitan policy making.

Wood, Elizabeth. Social Planning: A Primer for Urbanists. Brooklyn, New York: Community Education Program, Planning Department, Pratt Institute, 1965. 91 pp.

City planners and administrators, skilled in ordering land and buildings, states Wood, are inept in social planning. Social-work agencies should bear the task of comprehensive social planning and be permitted to determine the needs, resources, priorities, and costs of social-rehabilitation programs.

Wood identifies work, education, and community as the three basic means of social development, and examines the institutional forms through which these components operate to see how they can be structured to be responsive to social planning.

Among her comments and recommendations:

1. Government failure to create policies which advance social life and economic productivity is responsible for "the increasing gap between the rich and the poor in the central cities...(and) the harmful side effects of urban renewal."
2. The migration into the city of a rural, socially and economically disadvantaged population, and the outmigration of the city's middle-income, family-oriented population aggravate social problems and make long-deferred social planning in central cities imperative.

3. Using the resources and institutions which society offers to enable people to meet their personal goals, social planning must try to eliminate the poverty and prejudice that have robbed Negroes of the upward-mobility incentives that past slum-based minorities had enjoyed.
4. To overcome poverty and segregation, government policy must ensure the right to a job, use the schools for "acculturation," design neighborhoods to promote social heterogeneity, and enable communities to function as social wholes.

Tyrwhitt, J., J.L. Sert and E.M. Rogers (Editors). The Heart of the City: Toward the Humanization of Urban Life. London: Lund Humphries, 1952. 185 pp. Photos. Plans.

Statements by delegates to the Eighth International Congress for Modern Architecture (CIAM) on the design of modern city cores.

Some excerpts:

1. Modern telecommunication media do not supplant the urban centers. The latter are needed for spontaneous public assemblies, direct social contacts, and exchange of ideas.
2. There are signs that the socially passive contemporary generation is undergoing a humanizing process in a reaction to mechanization and bureaucracy. The young generation, especially, tends to produce a type of man who will be both spectator and actor.
3. Old city forms express the needs and functions of past eras and places. Contemporary cities must reflect the needs and functions unique to their respective cities today.
4. Big cities tend to zone industrial, commercial, business and residential functions. Accordingly, each zone should have its own center; and one main center should serve the entire city or metropolis as "the heart of the city."
5. Well designed city centers cannot be produced on a business basis. Their creation is a government job.
6. "We understand space and scale only within a frame of reference that is finite...the relation between building masses and the enclosed open space." The core should not be a mere park in which buildings are lost, nor should it be surrounded by building masses that dwarf space. Rather, buildings, trees, plants, water, sun and shade should be harmoniously combined.

7. The core should be the collective creation of architects, planners and artists, all working together from the start.
8. The best way to ensure that the human aspects of the core are fully considered is to grant people a say on the kind of town or center they would like to have.

Johnson-Marshall, Percy. Rebuilding Cities. Introduction by Lewis Mumford. Chicago: Aldine Publishing Co., 1966. 374 pp. (First published by Edinburgh University Press). Profusely illustrated.

The story of postwar reconstruction of London, Coventry and Rotterdam told chiefly in pictures and in a brief text.

The first of the book's two parts briefly sketches the history of urban design, surveys the chief components of city planning and some of the theoretical principles that have guided its evolution, and reviews pioneering designs for building and rebuilding of cities.

The second part illuminates British planning and area development legislation and relates in detail, from the urban design point of view, the reconstruction of the three cities.

Each of the chapters is well documented and copiously illustrated, and each of the illustrations (photos, drawings, plans, models and maps) is amply annotated.

Andrews, Richard B. Urban Growth and Development: A Problem Approach. New York: Simmons-Boardman Publishing Corp., 1962. 420 pp. Illustrated. Extensive notes.

Andrews states the problems of urban adjustment to growth and presents the conflicting opinions on each of eight major areas of controversy, leaving their rebuttal or acceptance to the reader. While he draws on thought in sociology, geography, law and political science, "the bias of the discussion is strongly economic."

The first two of the volume's ten chapters discuss city economies and the arguments on industrial development and employment in expanding cities.

Chapter Three treats the characteristics and problems of central business districts and tries to appraise their future.

Chapter Four analyzes urban transportation. It discusses at length the role of the automobile in molding both city structure and values.

Chapter Five examines metropolitan problems. It focuses on the frictions between cities and suburbs, especially in regard to financing of urban services.

Chapters Six and Seven review the basic issues in housing with emphasis on cost and cost reduction devices.

Chapter Eight analyzes the economic and social conditions of minority groups in cities and weighs the implications of discrimination in metropolitan areas.

Chapter Nine critically reviews a few widely accepted zoning theories, and discusses urban esthetics and its amenability to formal controls.

The last chapter discusses trends in urban design and stresses the economic, social and cultural costs of poor design in the neighborhood and lack of design on the metropolitan level.

Nation's Cities. "Shaping the Cities We Want," Vol. 5, No. 4, April 1967, pp. 17-47.

Sponsored by the National League of Cities, the American Institute of Architects, the Lincoln Foundation, and Time, Inc., a panel of experts on cities, of different disciplines and viewpoints, met to explore the degree of consensus behind the debate on the plight of the cities. It revealed almost unanimous agreement on almost every urban problem. To wit:

1. The American urban economy, society and technology are rapidly changing. By the year 2000, the country will probably quadruple its urban wealth, double per-family income, double the size of its cities, will have to rebuild half its urban residential, business and industrial buildings, and devise radically different means of transportation.
2. The federal government draws more funds out of the cities than it returns in subsidies. But even full government support to cities would provide less than half the needed funds. The rest must come from making city renewal and expansion profitable to private investment.
3. The country's growing wealth and fast expanding technology make possible curing the ills of its cities. Tomorrow's city could offer better, easier, healthier, and more convenient living close to work, shopping and recreation places if:
 - a) The city offers its businessmen profitable conditions, bigger markets, supporting services, and abundant specialized labor.

- b) City living is made cheaper and more rewarding.
 - c) Americans give up their romantic notions that low-density suburban living is better for everybody.
 - d) Cities make wider use of fast elevators, air conditioning and other new tools of technology.
 - e) Cities have vibrant, attractive centers. For only a vibrant day-and-night center of urban life can provide and support the variety of shopping, services, contacts, jobs, culture, and recreation that make "downtown" the magnet that holds the city together.
 - f) Metropolitan areas are governed by a central coordinating authority.
 - g) City governments are relieved of the costs that central governments bear in most other countries.
 - h) Big cities are restructured as "radiating centers of high-density land use."
 - i) Industries and automobiles are forbidden to choke city streets and to pollute city air and waters.
 - j) The profit motive is harnessed to well-planned land use, and private enterprise is enabled to assume most of the cost of rebuilding the cities.
 - k) Landowners are stopped from reaping parasite profits out of land values created through public urban improvement and the investment of other people's money.
 - l) Cities are made good places for rich and poor to live in and enjoy, are not deserted by the well-to-do, and are fully desegregated.
4. Cities should be planned as compactly as good life and function permit by using higher densities in the center and the least land waste everywhere. Cities can double their areas by growing up instead of out at much less cost and a minimum of added travel time. Vertical transportation is quicker, cheaper and more convenient than horizontal and permits using the same land at many levels and for different purposes.

5. Planning in urban America is difficult and discouraging. Local governments lack clearly recognizable responsibility, the authority, or the money to coordinate hundreds of conflicting plans. In addition, "the minute any plan starts taking shape, speculators...double its cost by skyrocketing the price of land needed to carry it out."
6. It is best to let free market forces govern the choices of people. Car users should be made to pay the full cost of parking, garbage burners the full cost of smoke elimination, industries the full cost of waste purification, and land owners the cost of land-value improvements.
7. The present property-tax system overtaxes improved and undertaxes unimproved land. This retards improvement and encourages speculation in land and profiteering from slums. Heavy taxes on unimproved land would encourage, speed or even compel improvement.
8. Cities must solve their traffic congestion problems by limiting the use of cars, providing pedestrian malls, increasing use of high-speed elevators, and introducing moving sidewalks, automated mass transit, and new kinds of cars and trucks.
9. Satellite town clusters should combine high-density living at their centers with low-density living on their fringes. Each should put its central land to multi-level, multipurpose use, and have quick, low-cost highway or mass-transit connection to the city's downtown.
10. Open space for wild life preserves, state parks, and national seashores are good. But cities need most the kind of open space that as many people as possible can use and have fun in, as much, as often, as safely, and as near home as possible.
11. The way to solve the slum and housing segregation problems is to build enough good housing for everyone. Some new low-rent housing must be built, "but most of the low-rent need could be met better by trickle-down work." The federal government should help finance the purchase and resale of sound used houses and enable low-cost modernization.
12. Poor nonwhites need freedom to move closer to available jobs in the suburbs, and better education, and more human contact outside the racial ghetto. But most of all, they desperately need more income and jobs.

13. Local governments bear special responsibility to the nonwhite for only they can:
 - a) "Deflate the bootleg price of slum housing by code enforcement and/or taxation."
 - b) "Locate some of their own employment centers where they will be easy for the nonwhite poor to reach."
 - c) Replace the obsolete school buildings in the slums with modern structures.
 - d) Provide nursery and day-care centers for pre-school slum children to give them the care and mental stimulation the middle-income children get from their families.
 - e) Provide the public transportation poor nonwhites need to get to jobs they can hold.
 - f) "Pressure the state to stop forcing them to discourage and penalize improvement with increased assessments and taxes."
 - g) Attract industries in which unskilled workers could find steady jobs.
14. Segregation into one-class neighborhoods, typical of the suburbs, is deplorable. Such neighborhoods "frustrate ease of contact and...access; they deny variety, opportunity and the exchange of services..." -- the essentials of urbanism.

Owen, Wilfred. Cities in the Motor Age. New York: The Viking Press, 1959. 176 pp. Illustrated.

In 1957, a symposium was held in Hartford, Connecticut on "The New Highways: Challenge to the Metropolitan Region." Concern with the critical problems the vast new federal aid program to highway development posed to urban regions, the symposium considered how the efficiency and livability of American cities could be improved through the national highway program. The fifty-five participants -- authorities in various fields related to urban problems -- explored all phases and complexities of the subject on the basis of the latest facts and theories.

In this book Owen condenses and appraises the proceedings of the symposium. The result: an over-all view of the problems and directions of urban America in mid-twentieth century.

Of the three appendixes, Appendix A consists of the symposium program. Appendix B credits the sources upon which the author had drawn. Appendix C lists the participants.

Weissmann, Ernest. "The Urban Crisis in the World." Urban Affairs, Vol. 1, No. 1, September 1965. pp. 65-82. Statistical quotations.

The Director of the United Nations Center for Housing, Building and Planning sees the world's population and urban growth, and the economic, social and political problems it creates, as a complex world problem rooted in world economy and trade and insoluble by national efforts alone.

Weissmann denies that in underdeveloped countries urban problems grow out of "over" population. Rather, they grow out of their underdevelopment and exploitation by industrial countries. Although industrialization of the developing countries, he thinks, will speed the pace of urbanization, the concomitant growth of science and technology could render the process manageable if a suitable share of the produced wealth is allocated to social development. Social development does not follow automatically on the heels of industrialization. It must be planned. Urban and metropolitan planning, he suggests, can help reconcile the divergent interests of production and of human welfare by setting out the physical framework for economic and social development.

Among the author's conclusions:

- 1) Environmental planning should be regional and be given a place alongside economic and administrative planning and administrative planning and development.
- 2) In developing countries, economic development should be used to strengthen existing cities, create new cities to reduce congestion, and increase employment in rural areas to slow migration to cities.
- 3) In all capitalist countries, urban land reforms are urgently needed to permit rational urban planning and development.
- 4) There is no universal model or optimal solution in city and regional planning. Each situation requires its own peculiar model.
- 5) There is an urgent need for planning-oriented professional training in engineering, the social sciences and the humanities, and for national research centers to guide national policy formulation.
- 6) There is a community of interests between the developed and developing nations. Concerted research, exchange of information, experience and personnel are needed to fill the gaps in man's knowledge.

- 7) Contemporary science and technology are able to devise the requisite material basis for a vastly greater world population.
- 8) Resources released through even partial disarmament and channelled into large-scale urban reconstruction and regional development, could increase employment.

Murphy, Raymond E. The American City: An Urban Geography. New York: McGraw-Hill Book Company, 1966. 464 pp. Maps. Charts. Tables. Bibliography.

A textbook on the urban geography of American cities. The work stresses concepts, data, sources, and research methods as it tries to analyze and interpret the American city.

Following an explanation of basic urban-geography concepts and definitions, the book discusses: the relationship between cities and their dependent surrounding areas; the theory of location of urban centers; urban economic-base studies; systems of classifying cities as functional units and the distribution and classification of various functional classes of cities; urban population densities, population maps, and the study of changing population and cultural patterns; urban land uses, land-use maps, and land-use theory; types of transportation and their affect on intra-city patterns; commerce and the central business district; inter-city and intra-city manufacturing; urban residential patterns; the neighborhood concept; the effects of education, religion, recreation, and city government on urban patterns; the importance of vacant land to the future of the city; urban government; the evolution of urban forms; and the inner function of cities and their function as foci of regions.

One of the volume's two appendixes discusses the "Governmental Structure in New England," and the second describes "Administrative and Census Divisions of the City."

Alexandersson, Gunnar. The Industrial Structure of American Cities: A Geographic Study of Urban Economy in the United States. Lincoln, Nebraska: University of Nebraska Press, 1956. 134 pp. Tables. Maps. Charts. Graphs.

Drawing on data in the 1950 Census of Population and the 1947 Census of Manufacture, the author analyzes the distribution of industries and urban population in the United States. He breaks down the total population by industries, explains why the industries located where they are, and why some cities expand while others lose ground. The data is plotted on a series of maps, one for each of the industries analyzed, thus showing the bases for city growth.

Some industries (such as construction, printing, food processing), the author explains, are ubiquitous -- they are found in all cities. Other are sporadic and play an important, or dominant, role only in the economy of some cities. He discusses the economic characteristics of each and shows, on industry distribution diagrams, the degree to which various industries are ubiquitous or sporadic.

The work further distinguishes between "city serving" and "city forming" industries. The first produce for the city's own consumption, the second for a market outside the city. The study emphasizes the latter.

Alexandersson finds that cities with more than 100,000 people tend to employ an above-average number of workers in wholesale trade but less than the average number of workers in retail trade, and manufacturing centers have a low percentage of workers in most, or all, service industries.

Of the book's two appendixes, the first lists the chief "city forming" industries in 864 American cities with 10,000 or more inhabitants. The second shows the industrial structure of cities of more than 1,000,000 inhabitants.

Vernon, Raymond. The Changing Economic Function of the Central City. In two parts: "The Central City Today" and "The Central City in Transition." New York: Committee for Economic Development. Second printing, 1959. 62 pp. A twenty page appendix of comparative statistical tables. Introduction by Jervis J. Babb, Chairman of CED. List of CED Board of Trustees.

An analysis of major USA cities based on studies of the New York metropolitan region and an evaluation of their changing economic, physical, and land use prospects.

The author observes that the 184 metropolitan areas in the USA are characteristically similar: each contains a densely populated core city forming a cluster of distinct specialized activities having close economic and social ties; and within each of these cities, higher income groups and some major economic activities tend to move beyond its political boundaries to the adjacent hinterland. He describes and explains the technological, socio-economic and physical changes in recent decades that have lead to this outward movement.

The author foresees a continuing long-run decline in the core cities of American metropolitan areas that only large-scale government intervention could halt.

Thompson, Wilbur R. A Preface to Urban Economics (published for Research for the Future, Inc.). Baltimore: The Johns Hopkins Press, 1965. 413 pp.

Meant to serve as a textbook, the work defines the field of urban economics, discusses the growth of determinants of cities, their labor market, income, patterns of economic instability, urban poverty, financing, expenditures for urban services, urban renewal strategy, transportation problems, and the economic effects of urban sprawl.

The first of the book's two parts treats the interurban, or metropolitan, economic structure and process. Thompson views the metropolitan region as the national economy's primary unit of employment and income generation. He analyzes its economic growth and development and the effects upon it of national economic cycles.

In the second part, Thompson analyzes the intraurban economy and the problems and policies of American cities.

Pfouts, Ralph W. (Editor). The Techniques of Urban Economic Analysis. West Trenton, New Jersey: Chandler-Davis Publishing Co., 1960. 410 pp.

A group of essays on the economics of urban development. Those in the first two of the volume's three parts state, appraise, and oppose the economic-base theory. Those in the third deal with input-output methodology.

The economic-base theory, explains Pfouts, divides urban economic activities into exporting, or basic, and nonexporting, or service. It contends that only the basic activities generate urban growth.

Until the 1950's, city planners and administrators accepted the theory as a source of useful planning techniques with which to analyze and forecast urban economic activities. Some economists, however, argued that its built-in fallacies reduced its effectiveness the larger the economic area studied. They proposed substitute analytical tools derived from accepted economic theories and applied to the urban economy. Other economists have adopted the input-output methodology in economics to measuring and examining the structure of the urban economy.

In a group of nine essays, Richard B. Andrews traces the historical development of the economic-base concept, defines its terminology, and discusses classification of base types, base measurement and identification, the base ratios, and the theory's application in planning. Arthur M. Weiner and Homer Hoyt

present a rather complete statement of economic-base analysis methods. John W. Alexander restates the theory as a geographic-spatial concept and shows basic activity as the tie between the city and its environs or even the rest of the world. James Gillies and William Grigsby attack the validity of economic-base theory techniques in planning and forecasting. Hans Blumenfeld opposes the theory both as a theory of urban growth and as a basis for planning techniques. Charles M. Tiebout suggests that it is applicable to the urban economy and that it can be transformed or modified to be consistent with economic theory. Ralph W. Pfouts shows that empirical evidence does not support the validity of the economic-base theory. And Charles E. Ferguson finds that the theory is not a logical foundation for prediction.

In the input-output section of the book, Walter Isard and Robert Kavesh demonstrate the fundamentals of the input-output methods and show how they can be used in urban economic studies. Abe Gotlieb shows how input-output techniques may provide a useful basis for tackling some planning problems. And Charles M. Tiebout appraises and criticizes interregional input-output models.

Losch, August. The Economics of Location (translated from the second, revised, German edition by William H. Woglom, assisted by Wolfgang F. Stolper). New Haven, Connecticut: Yale University Press, 1954. 520 pp. Tables. Maps. Graphs. Diagrams. Extensive footnote references.

Proposing to view all economic activities geographically, Losch develops a systematic theory of locational economics, a theory of foreign trade, and a general analysis of the nature of economic regions. He investigates the interrelationship of production and consumption units; the location of markets, production centers and transportation lines; and the distribution of population and cities. His emphasis is on the gestalt of the whole complicated structure, not on the average characteristics of an area.

This pioneer work, distinguished by solid statistical verification and arguments, draws chiefly on American data.

Isard, Walter and Robert E. Coughlin. Municipal Costs and Revenues Resulting from Community Growth.^{*} Wellesley, Massachusetts: Chandler-Davis Publishing Company, 1957. 111 pp. Tables. Graphs.

The authors try to analyze the costs, revenues and tax rates of residential communities to aid the planning of rapidly expanding suburbs and their municipal services.

^{*} For a brief statement of the work, see the authors' "Municipal Costs and Revenues Resulting from Community Growth," The Journal of the American Institute of Planners, Vol. XXII, No. 3, Summer 1956, pp. 122-141 and No. 4, fall 1956, pp. 239-255.

Since the importance of cost items varies in different communities, they chose to estimate cost factors in a hypothetical new community to provide "building block" data which, when modified for specific conditions, can be used to estimate the cost and revenues and plot the fiscal strategy in any suburban community.

The analysis examines such variables as a community's income level, its standards of municipal services, population density, location pattern of settlement, and type and size of industrial development.

Prentice, Perry. "Taxes and the Death of Cities." Architectural Forum, Vol. 123, No. 4, November 1965, pp. 56-57.

Free enterprise, states Prentice, failed to provide good low-rent housing and use urban land wisely because the present tax system harnesses the profit motive backwards, penalizing what is socially desirable and subsidizing what is socially undesirable. It does this in two ways: 1) It "taxes improvements so heavily that it makes slums the most profitable of all real estate investments"; and 2) It taxes unimproved land so lightly that it motivates land owners to hold their land until its market price rises to many times its worth, and this forces land developers to "leap-frog" to cheaper land.

"Tax subsidized inflation (of land prices)," says Prentice, "is the only reason" why private enterprise cannot meet the housing needs of low- and middle-income families. The value of unimproved land is derived from the community's investment in roads, streets, sewers, water supply and other community facilities, whereas the value of most other kinds of property derives from the investments and efforts of their owners. It is therefore just and morally right, he argues, to deflate the price of land by taxing land owners to pay the community costs needed to make the land saleable.

Private enterprise, Prentice concludes, could be made to provide cheap housing and urban redevelopment by untaxing improvements and by shifting the tax burden to the community-created location values. Such a system of taxation, he notes, is used in a number of capitalist countries, "and in each instant its effectiveness seems to vary in direct proportion to how strongly it is applied."

Doxiadis, Constantinos A. Ekistics: An Introduction to the Science of Human Settlement. New York: Oxford University Press, 1968. 527 pp. Profusely illustrated. Photos. Maps. Drawings. Charts. Tables.

A major and unique work in city planning literature written in a straightforward Socratic question-and-answer style.

Doxiadis is concerned with the physical forms of cities. He states human values in terms of human scale, spacing, movement, and sensory perception, and presents mechanical solutions to the problems of human settlement. He speaks with a sense of urgency and warns of disaster unless revolutionary efforts are made to solve the problems of modern cities. City planners, he says, must disentangle themselves from the strong commitments of the past, think imaginatively, and begin to shape the physical links between the city forms of the present and the ideal forms of the future.

Creating these ideal forms requires a total Ekistics theory -- a special science of human settlement -- "into which all phenomena (relating to human settlement) can merge and by which all (such) phenomena can be explained." Doxiadis offers his work as "a basic Ekistic theory which can gradually grow into a total one...." Until such science is fully developed, he proposes a city planning system for action to overcome immediate problems and to test and modify his Ekistical assumptions.

The first of the book's four parts explains the need for a science of Ekistics, defines it, states its outlook, proposes its methodology, lists its subdivisions, relates it to other sciences, and describes the elements and nature of human settlement.

The second discusses the "anatomy," "physiology," functions, and forms of settlements, their evolution and their trend, in the author's view, toward a continuous universal city of Ecumenopolis. It defines the "diseases" of settlements (Ekistic pathology) -- aging, abnormal growth, changing functions -- and outlines methods for their "diagnosis."

The third tries to identify the principles of human-settlement development and postulates 54 Ekistic laws grouped under the titles "laws of development," "laws of internal balance," and "laws of location, structure, and form."

The fourth part, "Action," discusses Ekistic "therapy," development, and practice. "Curative" methods for troubled cities are least successful, Doxiadis thinks, and "preventive" methods "lost all meaning when settlements became dynamic and started changing. Man ceased to be able to foresee, and even when he thought he could, he was overtaken by changes." Development, he thinks, is the only sensible "therapy" for today's dynamic settlements -- development that would follow expansion patterns leading toward the continuous universal Ecumenopolis.

Larsson, Dr. Yngve and Goran Tegner. "Community Facilities and Services in Sweden." Housing and Town and Country Planning, United Nations Bulletin No. 5, 1951, pp. 16-30. Illustrated.

The authors describe the variety of planned Swedish urban communal services designed to facilitate housekeeping, assist in home emergencies, and enrich use of leisure time. Swedish town planners explore the use of community centers for providing integrated community facilities and services, but severe building restrictions have limited construction of such centers. Experiments are conducted in the use of schools to double as community centers.

Larsson, Yngve. "Building a City and a Metropolis." Journal of the American Institute of Planners, Vol. XXVIII, No. 4, November 1962, pp. 220-228. Illustrated.

Stockholm, having early acquired large tracts of land, is able, unlike most capitalist cities, to implement its land-use planning. Stimulated by a postwar trade boom, an active national housing policy, rising population, and swelling traffic, the city has been redeveloping its downtown commercial center, building a subway system, and expanding into satellite suburbs.

Placed along radial traffic lines, the satellites are planned as neighborhood communities organized around shopping and community facilities centers. Attempts are made to attract industry and offices to make the towns economically independent and to reduce traffic and congestion within the city.

While Stockholm's planning has been protected by its land ownership and its efficient mass transportation system, the integrity of metropolitan planning beyond the city is at the mercy of private landowners, competing independent municipalities, and the growing menace of the private automobile.

Gans, Herbert J. "Social and Physical Planning for the Elimination of Urban Poverty." Washington University Law Quarterly, Vol. 1963, No. 1, February 1963, pp. 2-18.

The author criticizes the planning profession which, born in a dedication to eliminate urban slum evils, bogged down in a concern over methods and lost sight of its goals.

He thinks that since the traditional physical planning problems recede in importance under the impact of technological changes, social planning problems should get primary attention. Social planning, says Gans, "must concentrate on the people and on the social and economic forces which foster their deprivation, rather than on neighborhood conditions which are themselves consequences of these forces."

Poverty, says he, is at the root of urban troubles. It is responsible for the slums and their social ills, makes cities ugly and depressing, hastens the flight to the suburbs, depletes municipal treasuries, and generates political conflict. The real bearers of poverty in cities are the chronically and frequently unemployed and the underpaid most of whom are Negro, Puerto Rican or Mexican immigrants. Unlike past immigrants, the contemporary ones flock to the cities in an age of receding demand for unskilled labor and therefore lack the opportunities of their predecessors to improve their condition.

The social planning needed to eliminate the poverty of the "lower class" demands economic enterprises not geared solely to profit but also to the social profit of integrating the unemployed. The "lower class" must be allowed greater political hearing and participation in society. Such changes require redistribution of power, income and privileges. Though they may be immensely difficult to bring about, they are necessary if urban poverty is to be eliminated.

Perloff, Harvey S. (Editor). Planning and the Urban Community. Pittsburgh, Pennsylvania: University of Pittsburgh Press, 1961. 235 pp.

A collection of essays and comments given before a 1958 seminar on urbanism and city planning sponsored by the Joint Committee on Planning and Urban Development of the Carnegie Institute of Technology and the University of Pittsburgh. The authors examine the present and possible future of the planning profession, the issues in its practice and education, and its relationship to other fields of study.

Of the three parts into which the papers are grouped, those in the first focus on the changes wrought in the urban community by technological, economic, cultural, artistic, social, and political forces and on the spatial and land-use arrangements in the metropolitan region. Those in the second, consider city planning within the governmental structure and how it may be coordinated within the politically diffused metropolitan region, now and in the future. Those in the third, debate the approach to the professional training of future planners, given the lack of a clearly discernable future in the functions and form of urban planning.

Raymond, George M. "Man the Measure." Pratt Planning Papers, Vol. 4, No. 2, March 1966, pp. 32-40.

A polemical article directed against planning academicians and planners prone to stress pure research and rely on mathematical-logical model building, simulation systems theory and other computer-based techniques, in spite of their inapplicability to city and regional planning problems which are not capable of quantification. Computers, Raymond cautions, "cannot cope with simulations which involve an excessive number of variables." "Since values cannot be measured...(researchers) break down problems so as to separate the quantifiable factors from all others, and then simulate only the quantifiable portion of the real world.... (Hence they) deal with abstractions rather than reality." Yet, having glorified the computer, planners tend to accept the results of computer-based research as final.

Pure research is important and may yield more exact prediction tools some day. But the constant growth-and-decay process of cities and regions is "not basically esoteric. It is fully within the competence of...planners, on the basis of what is already known, to greatly improve (their) performance (Planners should not) allow the possible to wait on the perfect."

Vernon, Raymond. The Myth and Reality of Our Urban Problems. Cambridge, Massachusetts: Harvard University Press, 1966. 90 pp., Illustrated. Photos. Drawings.

City planners, Vernon contends, have defined urban problems and their remedies in terms that favor the urban minority -- the rich and the intellectual elite. They have ignored the problems of most people -- the middle- and low-income groups -- and failed, therefore, to win their support. This majority, having improved its living conditions in the 20th century, will withhold its support of urban reform proposals until they touch the lives of its people. To document this contention, Vernon reviews the changes in American cities since the early 19th century, analyzes their affect on the urban high- middle- and low-income groups during the 20th century, and explains the response of each group to these changes.

The middle-income group, grown bigger and richer, has found its wants and needs frustrated in its small city homes and plots. But new highways and car ownership offered release from frustration through migration to developing suburbs. For their own reasons, trade and industry followed this migration, the two movements reinforcing each other. Given the present supply of cheap suburban land, Vernon thinks, this exodus could continue for twenty years or more, permitting most middle-income families to solve their urban living problems simply by moving to the suburbs.

The low-income group, having also grown and raised its income, has bettered its living conditions by taking up the housing the middle-income group has been leaving behind, decongesting the slums in the process. Thus, the continuing suburbanization of the middle-income group continues to improve the housing conditions of the poor in the city.

But the high-income and intellectual elite groups have fared poorly. Their exclusive neighborhoods, invaded by commerce and the poor, have lost their comfort and safety. Overrun by the middle-class, their suburbs have lost their cherished serenity and prestige status. Tied to the city-center based of-fices, clubs and cultural life, they have been forced to seek refuge in isolated luxury apartment buildings or move to remote country places. Hence the interest of this small but influential minority, aided only by businessmen threatened by growing suburban competition, in urban and suburban problems and in commuter transportation. Slighting majority interests, its suburban zoning laws resulted in "a complex game of chess among localities, each attempting to palm off the undesired... upon neighboring communities." Its urban renewal schemes razed the housing of the poor to make room for luxury offices and apartments. Its transportation proposals cared only about better commuting between remote suburbs and the center.

To win popular support, the author concludes, city planning must advocate broad land-use reforms under an authority empowered to overrule minority powers and to acquire land for needed public uses. Indiscriminate razing of low-rent housing must stop, unless it is coupled with construction of new low-rent housing nearby and in the suburbs where the unskilled-labor market is growing. And transportation reforms must include convenient access throughout the urban area.

Schmertz, Mildred F. "Shaping the Community in an Era of Dynamic Social Change." Architectural Record, Vol. 140, No. 1, July 1966, pp. 189-191, 204-205.

The available technical ability to solve the physical problems of our cities is yet to be used because the public has yet to force government and industry to focus upon its needs. The professional must work with the people to define environmental goals and create a great public consensus to achieve them.

Capitalists and government squander natural resources and spoil the physical environment "...because they are caught in dilemmas produced by conflicting goals" and force the architect and planner to devise "practical means" for those who own real estate and "obsolete Utopias for those who do not." But because spoilage of the physical environment has now cut

across class lines, a broad political consensus is forming to regenerate our cities. Government, however, creates policy in response to pressures and tries to satisfy opposing short-term interests. It can not be relied on to initiate and pursue long-range goals.

The problems to be solved in the design of our environment are political ones. Architects and planners must become involved in the political arena and engage with their fellow citizens "in a massive effort to divert public attention and funds to the improvement of man's life on earth."

Blake, Peter. God's Own Junkyard: The Planned Deterioration of America's Landscape. New York: Holt, Rinehart and Winston, Inc., 1964. 144 pp. Profusely illustrated.

"This is a muckraking book," states Blake, "a deliberate attack upon all those who have...befouled...this country for private gain...." Blake attacks the billboard companies, speculative builders, the press, politicians and officialdom for their indifference to cityscape and landscape vandalism, and blames the federal housing program and speculative builders for producing a suburbia that "is now functionally, esthetically and economically bankrupt." The reason that American cities have failed to make civilized use of modern technology and art, says Blake, "is quite simply, that just about the only factor that determines the shape of the American city today is unregulated private profit."

Davidoff, Paul. "Advocacy and Pluralism in Planning." Journal of the American Institute of Planners, Vol. XXXI, No. 4, November 1965, pp. 331-338.

The just allocation of social goods in society calls for political not technical solutions. "Who gets what, when, where, why, and how are basic political questions which need to be raised about every allocation of public resource." Since "planning action cannot be prescribed from a position of value neutrality," the planner might examine political and social values and reject the role of mere technician. He "should be an advocate of what he deems proper" and, like the attorney, should be enabled to represent "the interests both of government and other groups, organizations, or individuals who are concerned with proposing policies for future development of the community." This would be in keeping with the "pluralism" of American society and would serve to establish "effective urban democracy."

"Lively political dispute aided by plural plans could do much to improve the level of rationality in the process of preparing the public plan." The present planning commissions -- products of the anti-populist business-sponsored reformist movement -- are not responsible and not responsive to the electorate. Open advocacy of plural plans would better inform the public of alternative choices open and force government planning agencies to compete with other political groups for political support. Plans presented by different political parties and groups in society would arouse "healthy political contention" over the physical aspects of city development as expressed "in terms of their social, economic, psychological, physiological, or esthetic effects upon different users."

Plural planning and its advocacy should be paid for by the federal government and by foundations.

Faltermayer, Edmund K. Redoing America: A National Report on How to Make Our Cities and Suburbs Livable. New York: Harper & Row, 1968. 242 pp. Illustrated. Photos. Selected Bibliography.

Journalist Faltermayer reviews the causes, consequences, and proposed remedies for the plight of American cities. Pointing to European examples, he shows that the nation can achieve great cities and a beautiful countryside once it decides to control its environment. He spells out what needs to be done, the means and the costs of doing it, and how the people can build up the political pressure needed to get it done. As long as the nation's cities decay, he submits, its life goals are only half met. It has won material comforts but not "the other half of civilized life: a whole spectrum of human needs that can be met only through communal action."

The author sees the causes of the nation's urban problems in the survival of individualistic attitudes from its frontier days; the freedom it grants to exploit human and natural resources; its traditional bias against cities; lack of city-design skills early in its history; proliferation of the automobile; the low tax on vacant land giving rise to land speculation; high land costs and leapfrogging suburban development; rapid and uncontrolled suburban expansion; atomized political control and lack of co-ordinated town planning in the suburbs; control of state legislatures by rural voters and their failure to aid the cities.

Faltermayer reviews and refutes the arguments on why the urban environment isn't, or cannot be, improved. He shows that the government has ample powers to cope with the cities' problems but has failed to use the legal tools it has for urban redevelopment. The reason for this failure are not legal, nor economic -- they are political. He relates the degree of

air and water pollution, gives their causes and tells how they can be curbed. Some anti-pollution measures are being taken, he says, because "opposition from big business, which once seemed to doom any crackdown, has begun to crumble" under the demands for action by an aroused public. But less is done than should be because "some industrial spokesmen have bandied about vague but frighteningly large figures implying that a real cleanup would...bankrupt the economy." Feltermayer quotes estimates showing the cost of such cleanup to be far less than the big-business spokesmen stated and well within the economy's means.

Reviewing the auto versus rapid-transit controversy, the author compares the costs, advantages and disadvantages of the two transportation modes to the public and the city. "The love affair with the automobile," he states, blinds the nation to alternative transportation systems. "Working assiduously to keep the dream alive are the powerful interests that benefit from the endless proliferation of freeways.... (They) repeatedly invoke the American sense of individualism and the desire for success and status in trying to preserve a world in which nearly everybody is forced to get around by car." The metropolitan areas, he states, need brand-new, or modernized attractive rapid-transit networks and a high-speed, all-weather rail service between all big cities within 500 miles of each other.

To safeguard its environment, states the author, the nation should have restrained business with proper controls and planning and so prevented abandonment of strip-mined mountainsides, fields strewn with rusting autos, urban skies marred with overhead wires, billboards along highways, and stretches of hideous hunky-tonk along roadsides. A deuglification program the author proposes would, within ten years, regrade and landscape strip-mined mountainsides open to public view, use advanced techniques for used-car scrapping, and regulate through taxation and subsidy used-car disposal and reduction; bury all overhead wires in all urban regions; control size and frequency of signs along highways and promote public boycott against billboard advertisers; and group roadside establishments into shopping centers.

To deal with the threat of suburban explosion by the expanding population, the author proposes, small suburbs should be merged into units big enough to plan effectively; land taxes should be raised and those on buildings reduced; government corporations should be formed to buy land for planned communities; and limited metropolitan governments should be created to guide population growth on a regional scale.

Of all the environment reclamation tasks, transforming the cities is the most important. "Two characteristics...are common to all great cities. They have an exciting downtown... with a great variety of attraction...(and) a large middle class population in or near (it).... The most important reason for building great cities...is to give middle class Americans an alternative to suburban living." Reclaiming the cities will require putting a stop to indiscriminate demolition of existing architectural landmarks; redevelopment of downtowns and their obsolete street layouts; greater control of private development by city planning agencies; more redevelopment money from the federal and state governments.

Contrary to wide belief, the advocated program for redoing America would not entail a large increase in government spending. The expected growth in population would stimulate huge public investment anyway. The advocated programs would "merely ensure that money is spent well...so that it will help create orderly new suburban communities, redevelop the commercial wastelands along our roadsides, and modernize our cities." But the costs of pollution curtailment, improvement of public transportation, the eradication of urban and rural eyesores, the acquisition of land and protection of open spaces, slum rehabilitation, and urban renewal must be born by the government and would cost about \$20 billion per year, for some years, above present expenditures on such programs. This would amount to an approximate cost of \$8 per month per person and about three percent of the annual General National Product. One-quarter of this sum "would represent an enlargement of the private sector." This expenditure would be smaller than the increase in military spending on the Vietnam war.

These proposals can succeed only if they enjoy organized public support to overcome the opposition of "special interests." They need a powerful, well financed and ably staffed "environment lobby" to promote new political leadership, initiate needed laws, and press for comprehensive planning and effective implementation. There is no time to lose in redoing America. Its land is becoming precious, it is paying a heavy economic and social price for its messy environment, and its "capitalist system...presents a rather shabby image to the outside world...."

Frieden, Bernard. "Toward Equality of Urban Opportunity." Journal of the American Institute of Planners, Vol. XXXI, No. 4, November 1965, pp. 320-330. Extensive notes and references.

"Where people live," observes Frieden, "is significant in many ways." Slums receive poorer treatment in school programs, recreation, and municipal services than non-slum areas do. Though many workingclass families prefer to live in ethnic communities, many strive for residential, social and occupational change. Equality and urban opportunity and freedom of residential choice and movement are basic, therefore, to the welfare of the people and "to the achievement of national goals in housing, civil rights, education, and the elimination of poverty."

Frieden reviews development policies in cities and suburbs with emphasis on the hostile inter-municipal competition for local tax resources which tends to reduce the housing of minorities and the poor, restrict the residential choices available to them, and reinforce social prejudices. Through the use of land development controls, he shows, the suburbs try to keep out the small-tax-yielding but high-service-requiring poor. At the same time the cities try to retain or retrieve from the suburbs high-tax-paying families by clearing slums without providing new low-rent housing. Thus the poor are displaced in the cities and find no place to live in the suburbs.

To curb land-use-control abuses and the socially detrimental policies toward minorities and the poor, Frieden proposes:

1. Increased federal and state aid to local governments and revision of aid allocation formulas to favor communities that have a large number of poor families; the necessary political and legislative steps needed to achieve this.
2. Court review of exclusionary land-use controls and introduction of explicit metropolitan housing and planning considerations into such review.
3. Improved enforcement of laws against discrimination in housing.
4. Advocacy planning service to be financed by churches, unions, foundations, universities and the federal government, for people aggrieved by urban development policies.

"Conflict over living space," Frieden concludes, "can shade easily into social and class antagonisms.... Urban planning can serve to ameliorate social conflict, if it is properly oriented. Planners can help establish favorable conditions for socially oriented development policies, and can give content to these policies by using their special skills to advance the interests of people who do not yet enjoy the full benefits of our urban society."

Banfield, Edward C. The Unheavenly City: The Nature and Future of Our Urban Crisis. Boston, Massachusetts: Little, Brown and Company, 1970. 308 pp.

In a conservative view of the urban scene, Banfield, presidential advisor on urban affairs, believes that American cities suffer no crisis and admonishes that urban-crisis mongering and statements which raise expectation of resolving urban problems threaten the safety of the social system. The reason people are discontent with the "unpleasant" conditions of urban life is not its quality but their heightened expectations which have risen faster than the performance of cities. "Indeed," says Banfield, "if standards and expectations rise faster than performance, the (urban) problems may get (relatively) worse as they get (absolutely) better."

The most serious problems in cities, Banfield submits, is the existence of large enclaves of "lower class" people whose poverty and low skills perpetuate their low social station. This "lower class" lives by a "radically present-oriented" culture alienated from the mainstream of the future-oriented dominant culture. It is unstable, indifferent to slum conditions and squalor, and hopelessly addicted to violence, idleness, and civil disorders. The poverty and "pathology" of the "lower class," Banfield thinks, result from its culture and nothing can be done to change this. "If, however, the lower class were to disappear...the most serious and intractable problems of the city would all disappear with it." Since it is here to stay, however, not much can be done, "the range of (politically) feasible measures for dealing with serious problems of the cities is much narrower than one might think."

Nevertheless, Banfield suggests a series of possible measures designed to discourage, control, manipulate and repress the "lower class." Among these: repeal of all laws which uphold labor unions in order to raise employment among the "lower class"; eliminate child labor restrictions; introduce vigorous birth-control measures among the "lower class"; institute forced labor or military service for idle "lower class" youths; keep surveillance over the "lower class" by housing it in institutions under intensive police controls; speed up trial and punishment and "abridge...the freedom of those who in the opinion of the court are...likely to commit violent crimes."

His list of measures, Banfield thinks, "hardly begins to solve any of the problems.... Even if all the recommendations were carried out to the full, the urban situation would not be fundamentally improved."

Weaver, Robert C. The Urban Complex: Human Values in Urban Life.
Garden City, New York: Doubleday & Co., Inc., 1964. 297 pp.

Weaver analyzes the impact of urbanization on the nation and examines the major problems of American cities: the flight of the middle class to the suburbs; concentration of the poor, the old, and the discriminated against in the cities; increasing costs of municipal services and shrinking revenue sources; the shift of industries to the countryside and the concentration of managerial functions in the centers.

In the emphasis on physical slum clearance, thinks Weaver, little attention has been given to slum dwellers. "Without a co-ordinated program for human rehabilitation and re-examination of the human values of urban life, demolition of slums and rehabilitation of deteriorating areas will probably result in greater dispersal of blight."

Analyzing the federal urban renewal policy, the author reviews and answers the criticism leveled against it. He summarizes the evolution of the metropolis in the United States, criticizes the research conducted by local governments, planning consultants, voluntary regional planning associations and the universities, and proposes guide lines for metropolitan planning. Urban planning in the United States, he thinks, is still in its infancy chiefly because of "the absence of general governmental jurisdiction embracing metropolitan areas."

The work also discusses the economic role of housing, the economics of housing proper, and the economics of integrated housing.

Among Weaver's conclusions:

1. "The state and federal governments should intervene to transfer tax revenues from more affluent areas to the less affluent ones."
2. "Community planning means necessarily the substitution of public for private decisions in the use of land resources."
3. Continuing urbanization will increase the public sector of the economy through expanding municipal services, and affect political compositions through shifts from rural to urban majorities in state and federal legislatures.

Weaver, Robert C. Dilemmas of Urban America. Cambridge, Massachusetts: Harvard University Press, 1965. 138 pp.

Weaver, the Administrator of the HHA, analyzes new trends in the suburbs, the progress of the federal urban renewal program, and problems of racial integration.

The author sees suburbanization as a natural process of urban expansion and search for environmental improvement. But he is critical of the suburbanites' unwillingness "to identify the problems of the city and the suburbs as parts of a single metropolitan problem." He opposes new towns as a substitute for suburbanization. New towns, he thinks, "are a response to material and cultural needs and wants that are peculiar to England." In the United States "there is little consensus about the desirability of reducing the population of... large cities" and great concern for expanding their base. The federal government, he states, will support private development of new towns as one of several means of urban expansion that will strengthen the central city.

Weaver explains the nature of the federal urban renewal program, outlines its new directions under his administration, redefines its functions, reviews the criticism leveled against it, and replies to its critics. The urban renewal program cannot be expected to clear the slums, he declares, and questions "...if we shall ever rid our cities of them until we solve the economic, social and psychological ills which harass modern man."

Racial integration in housing, reports Weaver, increased slightly in the 1950-1960 period, mainly among the more affluent and in public housing projects. The richer whites, he thinks, are more tolerant because they feel less threatened than lower-income whites by nonwhite inundation. He stresses the need to build decent housing for the victims of prejudice trapped in the big-city slums and to open suburbia to low-income minorities.

Weaver observes several paradoxes in the struggle for open housing: 1) Giving up clearance in favor of rehabilitation would perpetuate ghettos; 2) Erecting exclusively low-rent housing in redevelopment areas to foil ghetto formation would be futile because such housing becomes predominantly or wholly nonwhite; 3) Disposition of displacees into integrated neighborhoods to break down racial concentrations tends to expand racial segregation over larger areas in cities. No matter how the siting and mixing strategy of federally sponsored housing is plotted, existing racial prejudices tend to confirm them and perpetuate segregation patterns. Weaver exposes the nationwide conspiracy to subvert the open market in housing championed by the real estate boards.

Friedenberg, Daniel M. "The Coming Bust in the Real Estate Boom," Harper's Magazine, Vol. 222, No. 333, June 1961, pp. 29-40.

In the words of the editor's summary: "A successful real estate operator reveals how he and his fellow speculators have used special tax loopholes to pick up millions overnight... and in the process have bled their tenants, blighted our cities, and puffed up their financial bubble to the point of collapse." And in the author's own words: "This article will show how the real estate speculators have been able to make fantastic profits by using this favored treatment (tax benefits); expose some of the tricks they have hatched to milk the (tax) system to the utmost; and outline some of the dangers that are involved as a consequence."

Real estate speculators, explains Friedenberg, have shifted from purchase and resale of land to land leasing and building, "a tactic which the tax structure has made far more profitable." The consequent overbuilding endangers the stability of the nation's economy, spawns architectural mediocrity, crowds the city land and skylines, chokes midtown areas with floods of auto traffic, raises land prices, and produces a series of economic ghettos. He urges changes in the tax and administrative laws lest "overbuilding sets off a panic which leads to a new depression."

Futterman, Robert A. The Future of Our Cities. Introduction by Victor Gruen. Garden City, New York: Doubleday & Company, Inc., 1961. 360 pp. Graphs. Diagrams. Maps.

The author, a real estate developer, confesses that his "profession frequently ignores the development of property in relation to the individual and his requirements in our society -- it is therefore short sighted and inhuman, materialistic and self-defeating.... I don't believe," says he, "a capitalistic society can long exist without a constant awareness that humanity stands uppermost."

Speaking chiefly to the American real estate, the author:

1. Sketches the general history of American cities: the settlement patterns within them of the several succeeding waves of migration from abroad and from the nation's rural areas; how the cities developed their respective gravitational pools; why some of their economic activities decentralized; how their economic base affected their fates; factors that had affected location of their industries and housing; the influences of changes in modes of transportation.

2. Reviews the effects of the federal housing program on the suburbs and their social structure; the penetration of suburbs by Negroes -- its causes and effects.
3. Discusses the complexity and inefficiency of local government in metropolitan areas and urges formation of metropolitan governments.
4. Discusses the weaknesses inherent in the real estate tax as a base of municipal revenues and how it could be manipulated for greater city good.
5. Cites the effects of public transportation, zoning and codes on city planning.
6. Recognizes the need for city planning and considers possible solutions to city problems: the use of the federal highway program to revitalize cities; revision of the national tax system to favor cities; new approaches to public transportation; expansion of the urban renewal program and its design "to create an atmosphere in which private capital can do the job."
7. Sketches the histories and current conditions of a group of American cities.

Nelson, Richard L. and Frederick T. Aschman. Real Estate and City Planning. Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1957. 507 pp.

The work introduces real estaters to the principles, aims and methods of city planning and instructs them in the opportune use of the governmental planning process. It reflects the view and special interests of real estaters in cities. But it also reveals the economic and administrative complexities of America's big cities, and is a useful introduction to city planning problems, concepts, tools and techniques for the layman or novice.

The authors think that recent trends make necessary "for planning to be based on sound real estate and economic concepts" because "planning today must be concerned with techniques of supporting the changing community and of maintaining real estate values." The real estater and the planner "necessarily have the same aims and interests" and have become "mutually dependent upon the special abilities and experiences of each other." For the real estater "planning knowledge has become a necessary tool in his practice" because "planning will more and more affect...the valuation of real estate in the future."

The book discusses: how cities grow; the economic functions of cities; city planning and property values; the city tax base; how the real estate market works; community desirability; the causes of changing city patterns; expansion and decentralization; orderly growth and city planning; the scope, forms and organization of city planning; how city plans are made; municipal regulation of land use through zoning and subdivision control; the principles of land use planning -- residential, commercial, industrial, public services and community facilities; circulation planning -- streets and highways, mass transit, off-street parking and loading; the causes of slums; the problems of, and efforts against, blight.

Starr, Roger. The Living End: The City and Its Critics. New York: Coward-McCann, Inc., 1966. 284 pp.

Starr berates the critics of American cities and urban government. Criticism, says he, helps little the city officials who are given too little money and power to cope with urban problems. The critics should offer, instead, courageous and realistic proposals on how to achieve city goals, given the present financial, legal, physical and psychological resources and constraints.

In the first of the book's two parts, Starr points to what he believes to be false assumptions on which the criticism of cities has been based. In the second, he argues for several recommendations of his own which, in his view, consider "people as they are."

Some of the author's comments:

1. To their older, privileged citizens, the cities seem to have deteriorated because they are less geared now than they were to respond to the whims of the privileged few and more to the needs of the many. To cities' economic losses due to the flight of above-average-income families to the suburbs is more than balanced by the increased incomes of many more families who were poor thirty years ago.
2. The critics' false notion that urban Americans live in meaningful neighborhood communities, and their defense of this myth, has needlessly delayed urgently needed urban renewal and public housing construction. The urban community "is essentially superficial and highly mobile." Cities, however, harbor small enclaves of privileged residents. But their short-range interests "should not be allowed to stymie efforts to serve the long-range interests of the city as a whole."

3. The critics assume an all-inclusive "we" in the city. But there are many different "we's" whose "differences must be fought over to be reconciled." They collide over "who shall live where and how." The fight for living space in the cities "swirls and eddies about the city's geography and class structure...." This is "the central political fact in the present life of the cities."
4. The white liberals' short-range goal of racial integration blocks important urban programs. Handouts to the poor are demoralizing and futile; antipoverty funds would be better used in expanding economic opportunity.
5. The orientation of the urban renewal program on the middle-income groups and of the public-housing program on the "stable family" are logical and proper. Both programs should be expanded.
6. "More public subsidy should be given to private enterprise..." to create a climate of closer cooperation with the public sector of the economy "in attainment of social goals."
7. The overlapping efforts of individual cities in dealing with the problems of waste disposal and air and water pollution are wasteful and futile. They "cannot be dealt with within municipal, county or even state lines. These clearly call for federal action...(and) responsibility."
8. The old political machines kept their politicians free "from absolute dependence on the goodwill of (their) constituents" and made them resolute and effective. By contrast, today's reformers in urban government are indecisive. To effectively revitalize the cities, city officials must free themselves from parochial interests and show more courage in their performance.

Babcock, Richard F. The Zoning Game: Municipal Practices and Policies. Madison, Wisconsin: The University of Wisconsin Press, 1966. 202 pp.

Reviewing the use of zoning over the years, Babcock finds that the suburbs have used it effectively in promoting one-family development and excluding "undesirable" multistory and low-income housing. He ascribes this "success" to the intense interest of suburban home-owners and politicians and the apathy of planners, lawyers and judges.

The suburbs, Babcock charges, have usurped zoning to serve their own narrow interests at the expense of the larger interests of the metropolitan area. For local zoning decisions have a great impact on transportation, social distribution, education, water supply, and other functions of the whole metropolitan area.

To correct this misuse, the author suggests that local zoning decisions be subjected to review by a state agency having powers to veto them when they are found to harm the general interests of the metropolitan region. Doubting that the state legislature would enact such a law in the face of suburban objections, he hopes the courts might take the proper initiative to control zoning practices.

Blumenfeld, Hans. "Residential Densities." Planning 1957: Yearbook of the American Society of Planning Officials. pp. 119-122 (Also in the author's The Modern Metropolis: Its Origins, Growth, Characteristics, and Planning. Selected Essays. pp. 171-175).

In metropolitan residential areas, where densities drop below 12,000 or rise above 60,000 people per square mile (below 20 or above 100 persons per acre) serious disadvantages appear. In central cities, poor transportation causes high population concentrations and makes excessive densities the chief danger. But this is fairly well controlled through density-ceiling restrictions in zoning laws. Most suburbs, however, enforce extremely low density zoning laws designed to keep out low-tax paying families. Such policy burdens and punishes the suburbs themselves, as well as the poor, because: (1) Overextending the urban area, it raises the costs of utilities, roads, and transportation above the revenues that even a rich low-density population can pay. (2) Extending travel distances without providing good transportation, it forces bread winners to journey to work in the family car and isolates family life from the suburb's civic, social and cultural affairs. (3) It threatens the suburbs' economic base for it robs their commerce and industry of needed low-wage workers who cannot afford cars nor the costly homes low-density laws produce.

Thus the low-density policy ultimately defeats itself. Density controls must have a floor as well as a ceiling. The suburbs must encourage group housing, not restrict it.

Gordon, Mitchell. Sick Cities: Psychology and Pathology of American Urban Life. New York: The Macmillan Co., 1963. 366 pp.

Gordon, a feature writer of The Wall Street Journal, aims to stimulate citizen interest in the principal problems of cities. Citizens, he observes, seldom consider the broader implications of local-government actions or inactions.

From data gathered through extended tours of seventy cities, the writer catalogs the ills afflicting American cities and stresses the weakness of measures taken to cure them. He dramatically illustrates and thoroughly documents the menace of air and water pollution, lack of recreational facilities, poor refuse removal and treatment, poor schools, noise, crime, and traffic congestion.

The nation's economic efficiency and its prestige abroad, Gordon fears, are threatened by the poor state of American cities. In a rapidly urbanizing world, the United States lags "in the peacetime competition between the free and the Communist world" in efforts to improve the life of urban populations. "The city cannot help but serve as the proving ground for rival ways of life."

U.S. Welfare Administration, Division of Research, Publication No. 6. Converging Social Trends, Emerging Social Problems. Washington: U.S. Department of Health, Education and Welfare, 1964. pp. 96.

A collection of charts, tables and data summaries drawn from statistics gathered by the U.S. Bureau of the Census and the U.S. Departments of Labor, Commerce, and Health, Education and Welfare. The data is selected "to reveal the forces which are creating the social fabric of our affluent society, which tends to exclude certain groups of the population from the mainstream of our economic and social life."

The work shows the effects of technological and industrial changes on urban and rural employment; the effects of discrimination on the adjustment of racial and ethnic minorities, women and the aged to these changes; the movement of the unskilled poor to central cities, and the effects of this movement on the urban pattern.

Von Eckardt, Wolf. "The Age of Anti-Architecture." Saturday Review, Vol. XLVIII, No. 4, January 23, 1965, pp. 19-21, 62.

The author imputes America's failure to create great architecture and cities to the nation's ignorance of the esthetic and practical values of design; to the greed of its real estate speculators; to its planning commissions who, lacking authority, engage in abstract exercises; to its building codes that protect reactionary building unions and product manufacturers against technological advances; to zoning "obsessed with rigid segregation of land use and income groups;" to its bankers for whom "the city is not a place to live but a gold mine where property values must be skillfully quarried."

Look, Vol. 29, No. 19, September 21, 1965. Profusely illustrated.

An issue devoted to "Our Sick Cities and How They Can Be Cured."

The lead article -- a brief review of the problems of American cities -- is followed by human-interest articles on Detroit's Mayor Cavanaugh ("The Mayor Who Woke Up a City"); a pictorial story on Hartford's renewed downtown ("One City's Answer to Downtown Decay"); urban renewal in Washington ("Leading Lady in Urban Renewal"); Houston's racial integration ("A Lady Stirs Her City's Conscience"); and Chicago's slum clearance ("Modern Design for a City Ghetto").

Saturday Review, Vol. XLIX, No. 2, January 8, 1966.

Dedicated to "Making American Cities More Livable," this issue offers an exclusive report and analysis presented to the Committee for Economic Development. It contains accounts of initiative and achievements in urban renewal by business leadership in the San Francisco, Philadelphia and Milwaukee areas. In his lead article, "Surviving the Age of the City," Ralph Lazarus, president of the Federal Department Stores and chairman of the Area Development Committee of the CED, warns his fellow businessmen to come to the aid of their decaying cities "where business has most of its capital invested" lest "...anger and frustration break about (their) heads." An article by Paul D. Spreiregen, "The City Is a Work of Art," is a capsule version of his book The Architecture of Towns and Cities. The issue closes with an editorial, "The Future of the American City," by New York's Mayor John V. Lindsay.

Life. "The U.S. City: Its Greatness Is At Stake," special issue, Vol. 59, No. 25, December 24, 1965. Profusely illustrated.

Lacing facts through its racy text and photo-journalistic fancy, Life dramatically describes the American city and its problems. Its editorial, "The Mayor's Exciting View from City Hall," is a thumbnail sketch of the present state and role of the city in the United States.

In "No One's In Charge," Conrad Knickerbocker muses: "American city life...has...moved beyond comprehension...it is changing and fast.... Anything can happen." The freedom cities offer makes people tend to "come unstuck." "City dwellers...have more freedom than they know what to do with."

In his "Astride the Open Road," Peter Blake pleads with American architects to make peace with the automobile and the highway and "create an entirely new kind of American city."

A series of photos illustrate the growth of American cities since 1850.

In "The Villains are greed, Indifference and You," Paul Ylvisaker puts the blame for the social problems and blight of American cities on "the fast buck developer, the highway lobby, greedy American interests, slum landlords" and every American who shares their traits of "individual shrewdness and civic indifference." The plight of American cities, says he, is "a people's laissez-faire, which sinks its roots down past any rotting level of corrupt and cynical behavior by the few into a subsoil of widespread popular support and an abiding tradition of private property (and) individual freedom...." "Nothing short of (the) nation's concern and deliberate policy," he concludes, "will build a better environment." A policy that will elevate "the problems of our cities to a place on the nation's public agenda -- on a par with employment, rocketry and national defense...."

Paul Welch and Burn Uzzle tell, in words and pictures, the story of a Negro family's life inside the slums.

In "What's to Come," Warren R. Young reviews the new towns of Reston, Virginia and Columbus, Maryland, several city-building and transportation system proposals, and Philadelphia's downtown renewal efforts.

Abrams, Charles. "Planners Need a Pressure Group to Express Principles." The Planner in Emerging Urban Society: A Confrontation, Proceedings of 1965 Annual Conference in St. Louis, Missouri, American Institute of Planners. pp. 38-40.

Expanding governmental planning agencies in the United States have perverted planning and its tools. Identifying with entrepreneurs and adopting their ethics, they have turned regulation of substandard dwellings, zoning, the cul-de-sac, the the greenbelt, slum clearance and urban renewal into devices to oppress, restrict, segregate and uproot the settlements and institutions of racial minorities.

Dominated by suburban and rural interests, the states neglect regional problems and shut their eyes to discriminatory practices. Respecting the police powers of the states, the federal government tolerates their abuses. Meanwhile, the central cities, performing their historical function as havens for the poor and oppressed, receiving only nominal federal aid, are growing poorer and are losing their once dominant force in American life.

In this political drama, the planner, as other professionals, caught in the maelstrom of conflict and change, fails to play his role. He has a responsibility to grapple with urban problems. Planning is not only analysis and design, it is also

ethics. A planner is a citizen as well as a servant to housing lobbyists who sponsor most of the "programs which give him his bread."

"If, therefore, there were a political pressure group in the planning profession, the planner could more easily satisfy his need to make a living while simultaneously having a vehicle through which to express his principles."

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